MACKENZIE VALLEY PIPELINE INQUIRY

IN THE MATTER OF APPLICATIONS BY EACH OF
(a) CANADIAN ARCTIC GAS PIPELINE LIMITED FOR A RIGHT-OF-WAY THAT MIGHT BE GRANTED ACROSS CROWN LANDS WITHIN THE YUKON TERRITORY AND THE NORTHWEST TERRITORIES, and
(b) FOOTHILLS PIPE LINES LTD. FOR A RIGHT-OF-WAY THAT MIGHT BE GRANTED ACROSS CROWN LANDS WITHIN THE NORTHWEST TERRITORIES
FOR THE PURPOSE OF A PROPOSED MACKENZIE VALLEY PIPELINE

and

IN THE MATTER OF THE SOCIAL, ENVIRONMENTAL AND ECONOMIC IMPACT REGIONALLY OF THE CONSTRUCTION, OPERATION AND SUBSEQUENT ABANDONMENT OF THE ABOVE PROPOSED PIPELINE

(Before the Honourable Mr. Justice Berger, Commissioner)

Yellowknife, N.W.T.

August 24, 1976.

PROCEEDINGS AT INQUIRY

Volume 176

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Mr. Alick Ryder, and
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Mr. J.T. Steeves, for Canadian Arctic Gas Pipeline Limited;

Mr. Reginald Gibbs, Q.C.,
Mr. Alan Hollingworth, and
Mr. John W. Lutes, for Foothills Pipe Lines Ltd.;

Mr. Russell Anthony,
Prof. Alastair Lucas and
Mr. Garth Evans, for Canadian Arctic Resources Committee;

Mr. Glen W. Bell and
Mr. Gerry Sutton, for Northwest Territories Indian Brotherhood, and Metis Association of the Northwest Territories;

Mr. John Bayly and
Miss Lesley Lane, for Inuit Tapirisat of Canada, and The Committee for Original Peoples Entitlement;

Mr. Ron Veale and
Mr. Allen Lueck, for The Council for the Yukon Indians;

Mr. Carson Templeton, for Environment Protection Board;

Mr. David H. Searle, Q.C.
for Northwest Territories Chamber of Commerce;

Mr. Murray Sigler and
Mr. David Reesor, for The Association of Municipalities;

Mr. John Ballem, Q.C., for Producer Companies (Imperial, Shell & Gulf);

Mrs. Joanne MacQuarrie, for Mental Health Association of the Northwest Territories.

I N D E X

Page

WITNESSES FOR C.O.P.E.:

David BUTTON
Paul ROBINSON
- In Chief 27357
- Cross-Examination by Mr. Sigler 27428
- Cross-Examination by Mr. Scott 27449

EXHIBITS:

712 Qualifications & Evidence of D. Button 27389

713 Qualifications & Evidence of P. Robinson 27389

Yellowknife, N.W.T.

August 24, 1976.

(PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

MR. SCOTT: Mr. Commissioner, I think we are ready to begin this morning. There is one houskeeping item that I'd like to deal with.

Mr. Kosten, who was a member of Foothills panel No. 2 in this phase, was unable tobe present when that panel gave its evidence because he was giving evidence at the National Energy Board. Mr. Hollingworth told me this morning by telephone that he could bring Mr. Kosten here this week. I have spoken to Mr. Steeves and Mr. Bayly, who have some questions of him, and I have some as well, and I think it's been decided that the convenient thing to do is to reserve those questions to be asked of Mr. Kosten when he appears on the building in the north and in the dark panel, which will be scheduled sometime later in the Inquiry proceedings, to save him a trip.

So I've told Mr. McLaughlin that we prefer to do that and therefore Mr. Kosten will not have to come this week.

I think that's the only matter that has to be dealt with now, and I would call on Mr. Bayly to introduce his next panel of witnesses.

MR. BAYLY: Mr. Commissioner, the panel that is seated on your right consists of Mr. Dave Button and Paul Robinson. They will be speaking on the subject of education.

DAVID BUTTON,

PAUL ROBINSON, sworn:

DIRECT EXAMINATION BY MR. BAYLY:

Q If we could start with you, Mr. Button, would you turn to the curriculum vitae that is attached, the personal resume at the end of your evidence? Both witnesses have been sworn, sir. Would you go through that and outline your experience and qualifications, please?

WITNESS BUTTON: I'm Dave Button. I was born in Regina, Saskatchewan in 1946, educated in Saskatchewan until the late '60s. In 1967 I completed a Bachelor of Arts degree in psychology and English at the University of Saskatchewan, Regina.

In 1970 I completed a Bachelor of Education Program at the same university, in secondary education, with some assistance in counselling programs. that should be operated in a secondary school.

1968, 1969 was my first full year of employment. I was employed in Northern Alberta, District No. 52, in the community of High Level, which perhaps people at this hearing will be familiar with. It's a supply community with the Rainbow Lake area and a community called Zama City, which we've been hearing about. That year I was also a reading teacher employed for the summer program by the Saskatchewan Public Health Department.

In 1969-1970 I returned to Regina to complete my university degree, and at the same time I was employed as a special education teacher by

Regina Public School Board.

In 1970 I was recruited and hired by the Government of the Northwest Territories for the position of counsellor in the Secondary School located in Inuvik, Northwest Territories. The grades encompassed Grades 7 to 12.

Since 1970 I've been a year-around resident in Inuvik. I'm a ratepayer in the Town of Inuvik, and have learned through an arduous three or four-year attempt to build my own house some of the problems of communities being in the north. While living in Inuvik I've been particularly involved in the social and recreational aspects of young people. Perhaps a clarification of this, in the early '70s the Student Government in our school was an elementary thing, it was a difficult thing to get together, and myself and other people were trying to encourage the Secondary School students to get together and organize themselves.

1972-1973 a Drop-In Centre was formed in the Town of Inuvik funded by the Federal Department Secretary of State, O.F.Y. Interestingly enough, manned by nine people from Toronto, they were there from the summer and I inherited lock, stock, barrel, building and water-barrel, the complete facilities and have learned a little bit about recreation and how to deal with it.

Since 1973 I have been involved with the Northwest Territories Youth Association. I think "involved" is maybe a very difficult word to use. As an outsider I've been encouraging and

supporting it. My most active involvement was approximately two weekends ago when I was able to chair a weekend conference for this Association in the delta community that I live.

That's all I have to say on my resume.

Q Now, Mr. Robinson, could we turn to your personal resume at the end of your evidence, and would you outline your qualifications and experience for the Commission, please?

WITNESS ROBINSON: My name is Paul Robinson. I was born in Truro, Nova Scotia, educated at Dalhousie University in Political Science and then following that at Acadia University in Wolfville, Nova Scotia in education.

Following that, I then taught for one year in the Annapolis Valley of Nova Scotia and then moved to Alberta where I taught for two years in the community of Tilley, Alberta down in the south-east area of the province.

At the conclusion of that, I went to the University of Alberta in Edmonton where I took a Masters degree in educational administration following which I was principal of the Mathew Halton Junion-Senior High School in Pincher Creek, Alberta.

At the conclusion of that in 1968, I then joined the Alberta Department of Education as a superintendent at large for the province of Alberta.

In 1969, I moved with my family from Edmonton to Yellowknife to join at that time the new Department of Education for the Territorial Government as chief of curriculum.

From 1969 to 1974, I worked in the north, living here in Yellowknife and was involved in the development of learning materials, curriculum materials, education generally in this part of Canada.

In 1974, I resigned from the Territorial Government and moved to Halifax, Nova Scotia where I am presently employed by the Atlantic Institute of Education as a senior research associate in education.

Above and beyond those particular pursuits, for the past three years in the summer time I have been teaching at Simon Fraser University. I think it's relevant to this Inquiry to mention the type of course that I am involved in at Simon Fraser because it is the only one of its type that is offered in Canada.

This is a course that looks at the various ethnic and cultural groups that live in Canada. The emphasis in the course is on examining the various attributes, characteristics of Canadian peoples and asking ourselves this fundamental question. What should we be doing in education that would build upon the languages and cultures of the people in this country? When I say "the people in this country" I am including not only the Indian and Inuit population, but the Chinese, Japanese, east Indian, Italian, Greek, Dukhobour, Mennonite, Quebecquois and so on; all of the various groups of people that comprise the so-called Canadian mosaic. I have just finished that course as of a week ago prior to coming here.

During the winter months, when I am in Halifax, I am involved with community peoples, organizations and teachers in the four Atlantic provinces, including Labrador in the development of learning programs that I hope are -- that relate very closely to the aspirations of the various peoples that inhabit that part of the country.

As well, I do teaching in the universities that are located in Halifax and also do

volunteer teaching in the Halifax, Dartmouth public school system.

Finally, and I think this too is relevant to this Commission's work, particularly in an education sense. As of this fall, I have put together a book that will come out from Peter Martin Associates in Toronto on how to develop a Canadian approach to education that will be based upon the various peoples who comprise our population.

Q And Mr. Robinson, you are responsible for the reports, handbooks and articles and periodicals that are listed in the two pages previous to your personal resume. Is that correct?

A I am responsible for a number of them yes. A number of the things that I will be referring to are those that were developed during the period '69-74 while I was in Yellowknife.

Q Could we start then Mr. Button with your evidence and would you read your evidence as it's contained in your summary into the record?

I'd ask Mr. Commissioner that both these summaries and personal resumes be marked as exhibits.

WITNESS BUTTON: I'm speaking today about my experiences in secondary school education in the western Arctic. These experiences came through my role as a counsellor in the highschool in Inuvik and in this position I talked and worked with young people, not only in school, but those outside in the working community. I would like to provide you with a few words of background information about formal education in the Mackenzie Delta.

As you may know, Justice Berger, the federal government established a secondary school in that bureaucratic dream community of Inuvik in the late '50's. Sir Alexander Mackenzie School housed grades kindergarten through grade 12. If you were to walk through the hallways of that school today, on the left side and go out the back door on the left, you'd face a rather imposing building called a hostel. This is Grollier Hall, a boarding school complex run by the Roman Catholic clergy for the benefits of christian youths or should I say Catholic youths, that is. On the right side of that same school there's another equally large and imposing building called Stringer Hall. I am told it is the exact duplicate of Grollier but it is administered by a staff of Anglican people, again for the benefit of Christian youth, Anglican that is.

Today, both hostels remain, but Stringer Hall is in mothballs due to a declining school enrollment and of course in 1976 the town of Inuvik has sprawled out around these three buildings.

The secondary school programme that was begun at SAMS school in the late '50's and early '60's, as I've been able to see and research, was modelled on a southern plan. Very little input of northern ideas, knowledge or culture have been solicited in those years by federal officials. The language of instruction was English and the content was taught by teachers hired in the south. For a grade six or seven student coming from Fort Franklin or Cambridge Bay, accustomed to English as a second language in a school and his native language at home, this transfer to the school and the hostel system in Inuvik must have been something to deal with.

In 1968 another school was built in Inuvik, Samuel Hearne Secondary, which allowed grades seven to twelve to move out of SAMS. Not much else has changed in this secondary system, again, from what I can see. The teachers, the texts and much of the ideas for the higher grades are still imported from the south. In 1970, even with the transfer from federal, or at least in name, to Territorial jurisdiction, the jurisdiction of education, welfare, local government, this southern domination of northern education continued.

Today, in 1976 things have changed very little. The curriculum for grades seven to nine is supposed to be distinctively Northwest Territories in origin. I know for a fact that months went in to consulting teachers, trained, incidentally, in British Columbia, Saskatchewan and Ontario and Nova Scotia about

this new junior highschool curriculum, but only a few token meetings were held with community and native leaders. One would have thought that this new northern curriculum would have included northern people and their languages. The wisdom of many, many older native people from Franklin to Sachs Harbour, but it did not.

Further, today many teachers reject this new plan and some of them seem to teach what they wish.

This is some information about the education system and I would like to tell you something about the Inuvik secondary school where I have worked for the past six years.

In this school, I've worked primarily as a counsellor. Three fourths of my time has been spent each year on counselling concerns. Over time, I've met former students as members of the communities of the delta and now, more frequently as my friends.

My role has been primarily as a listener and I'd like to emphasize that. As the years went by, I was continually learning about the placenames around me, the community histories and the family structure from the students coming from about ten of the communities concerned in this delta area. These were primarily native young people and each of the communities was distinctive.

As Inuvik grew, I also had to gain an understanding of the Armed Forces, the Territorial and the Federal employees and the people in

the private sector. The most important and the most difficult task was talking to the parents of the individual students to gain an idea of what they wanted for their children.

Once I started to do that, I began to see how dissatisfied parents were with the secondary school system and what it was doing to their children. This was equally true, incidentally, for native northerners or white southerners.

From 1970 to 1973, in the manner of southern High Schools, a counselling colleague and myself dealt primarily with student needs. Our offices were hidden away in the school building and we taught a few classes while we tried to aid students in the system. However, it was usually limited to the students who could find out office, to those who were old enough to voice their problems, or who could communicate easily in English. The younger students in Grades 7 and 8 and those who were shy were in many cases ignored because in a school population of 450 then, we were kept very busy.

I am still listening today and I'm still learning, but by 1973 one thing had become quite clear. This was the difference in values each student brought to the school, as a native youth born and raised in the north, or a white youth born and raised in the south, except for those two years that they'd spend in Inuvik. The more I listened to a student from Sachs Harbour whose father worked part-time and trapped in the winter, the more I began to see how our Secondary School was lacking in his eyes and those of his parents. Of course, I also talked with youths from Ottawa, or one in particular I'm citing, whose father worked full-time for the former Industrial Development Branch of the government, and I saw that he and his parents, too, were also disappointed in our school.

Both groups of students had real differences in values and ideas that I saw in

stories, their teachers incidentally showed me in their written assignments, and that I heard about in the role models that they had used. It's important to realize that regardless of these differences, no one was satisfied with the philosophy and the direction of the Northwest Territories Department of Education. I know, if I can make an insert here, Justice Berger, that that's a straightforward comment but it's my opinion.

From 1974 to 1976 I was the only counsellor in our school. I might add as an insert here that as of last month, we now have half a counsellor, again in my next line, due to cutbacks in funds which eliminated counselling positions. IN those years to meet the increased workload and the problems of morale, lateness, homework not being done, decreasing quality of written standards, or smoking in the girls' washroom, we also implemented another southern model. This was the teacher-advisor system developed at the Bishop Carroll High School in Calgary, Alberta. We adopted this in 1974 and not only did it free me from being the sole source of counselling help in the school, but it enabled my position to expand into the community with other agencies and with parents. In this teacher-advisor system, each of our staff members has 12 to 16 students from each grade in their home room. 20 minutes was dropped from the school day so that the teacher-advisor or T-A could meet with a student on a rotating basis. The purpose was keeping in touch with him or her on school subjects or problems or anything that they might want to work on or talk about.

Of course, the emphasis was not so much on counselling as getting to know the student, and the student to know the teacher.

After three years of this counselling system, we swear by it (and at it, incidentally), but it is central to the school I work in. There are still many difficulties, but both teachers and students agree it's a great relief from the impersonal curriculum and problems the High School follows. Besides my early experience as counsellor, I have now been able to draw upon the experience of these teacher-advisors with students and families. Another factor which has increased my understanding over the past three years has been the increased contact and work with other agencies in the community, such as Manpower, Social Development, and National Health & Welfare.

A third addition I'd like to add here, that in these last two or three years through the efforts of the Department of Education I've been allowed to travel more extensively during my working year and again during my summer to communities to talk to parents and kids in those communities about some of the problems and some of their concerns.

Based then on this background I wish to state the following:

1. I feel that the immediate large-scale development that is proposed by the respective pipeline companies will have many negative, far-reaching social impacts on people in the north whether they are Inuit, Dene, white or Metis, or what have you. These social

impacts will be more damaging than the immediate economic gain that is talked about. Therefore in the second half of my testimony I ask you to consider our current problems that would be intensified by uncontrolled and immediate large-scale development.

2. I would like to comment on some of the evidence presented to you by the pipeline companies in the evidence of Dr. Hobart and in the written studies of Gemini North and Derek Smith, specifically, the occupational preferences of northern students, DIAND 1974. Dr. Hobart has relied a good deal on that study which was carried out in 1967 and what he cited as an updated replica of that study in his evidence (pages 44, the "Socio-Economic Overview of the Mackenzie River Corridor," Dr. Charles Hobart, Panel 1, Mackenzie Valley Pipeline Inquiry).

I am not a university base sociologist, nor researcher, but I am a teacher and a counsellor whose knowledge of social change and human behaviour has been built more upon working and living with people and their communities. As an introduction to the following remarks, I would like to say that I'm not opposed to what is called and variously defined "growth and development". In fact, I think it's inevitable, by my concern, that it is with controls that need to be placed upon this development. The social impact of such a project as these respective pipeline companies propose is not something new or unknown. From my readings and my research, whether it's in New

Guinea or in places like Estevan, Saskatchewan, whether it's a highway or a pipeline, we know they cause change. 20 years of natural gas, I feel, can mean 50 years of social and cultural after-shocks.

I turn your attention to the Gemini North study Entitled "Social and Economic Impact of Proposed Arctic Gas Pipeline in Northern Canada. The author, referring to Dr. Derek Smith's study of occupational preferences of northern students states that:

> "The message contained in Professor Smith's findings is that possibly training programs fail because they are not the programs northern students -- white or native -- wish to take in the first place and that their teachers (who presumably reflect current attitudes dominating government polices) are not correctly reading student aspirations".

I find the above comments quite correct in my experience. Training programs as I have seen them fail because they are the brainchild of a CASE, Manpower or Education employee. They are not usually a direct response to the needs of the people and the indivual community. How else can one explain the token heavy duty equipment operator course that is bestowed on northern settlements? How much heavy equipment can there be in Sachs Harbour, Gjoa Haven or Arctic Bay? One young person told me that there were at least four or five men in his settlement in Sachs Harbour who could operate equipment but at latest report, there is only one such machine that I know of.

After 50 years of southern education models being imposed upon the north, it is time we begin asking people themselves. There is a great diversity between northern settlements such as Pangnirtung

in the eastern Arctic and Aklavik in the western yet they are all given the same educational programs, created on a southern timetable, a southern economic environment and southern expectations. For myself, in my opinion, this is a very real and current social problem. I underline as an insert here that I am talking about the secondary school education.

Although I have mentioned here school and training programs, the basic problem and question is this: how can community institutions become aware of and responsive to local needs? It is not only the education system with which northern people are disenchanted, it is also the array of other social, economic and political institutions that are imposed upon them. I feel you have heard this frustration and growing rebellion in the community hearings throughout the Mackenzie River valley from both native and non-native northerners. In the native associations and in the individual settlements, people are speaking out against the traditional domination of government, church and non-native minority people within their midst.

I think the proposed pipeline is only the most current example of another project imposed from the outside as is the Nortran program.

In the evidence of Dr. Hobart and in the studies of the pipeline proponents, there is much space devoted to the youth of the north, their aspirations, their increasing educational levels, etc. I want to give to you a description of young people as I see and work with them today. If what you hear is

turmoil and confusion, questions and more questions with few hopes for answers, then I have conveyed to you much of what I have heard.

Young northerners of the past five years reflect all that they have been exposed to, both the good and the bad, both the old and the new. Rapid growth in the media has made them more aware and informed not only of their home settlement but of other northern communities, the larger Canadian society and the world. They have travelled and seen things. How many students in the sample that Derek Smith used in 1967 had ever been south on a young Voyageur program or on an exchange with the West Indies through Operation Beaver? How many watchings of the late news now does it take to imprint on a young person's mind his or her personal perception of our world?

Today's young northerners were the little brother or little sister to those kids in 1967 and little brother or little sister are growing up. They have a more materialistic standard of living. Today's northern student has what his counterpart of ten years ago dreamed about. It is a real question as to whetherthe lure is still there.

How many of those students in 1967 knew of southern reservations, Treaties 8 and 11, racial prejudice on River Street of south Railway? How many knew of the possibility of being lonely in a city of 300,000 when in a community of 250 everyone had friends? How many knew of inflation or late movies and the cost of living index and the list can go on?

Lifestyles have changed with the growth of Canada as a whole and the western Arctic in particular. With that growth, "little brother" seems to be working through the desire for big jobs, big money and big city living. I've seen this. Exposure to oil and gas companies and road construction crews and organizations similar have given him an experience in these first two -- big jobs, big money. Of course, with pictures of pollution in color on television, little brother and sister have also gained experiences of this third, big city living.

Where are those young people now? Well, their concern is still with themselves and I don't think teen-agers have changed very much in this respect. Now however, it's not just a concern about me and my job but it's about me and my family. Who am I? Is it me as part of the Dene nation or the plans for Nunavut? Who am I? Is it me as part of the future that is unsure in money or jobs and personal happiness where drug abuse and alcoholism abounds. Who am I? It is me in white man's shoes and jeans but the bearer of an Inuk Eskimo name. Who am I? It's me that wants to reach out and touch but sister back in the hostel says that that isn't nice. Who am I? It's me who is proud of my marks at school and the work I put into it but I hurt even more at my family's snubs when I return home for Christmas. Who am I? It is me that listens to Rick Wakeman and the weekend radio request shows in English. But how embarrassed I am when new friends ask me to "speak Indian". Who am I? It's me -- a white kid educated in

a northern environment because dad's job was here. Now, will it be the north or the south? Who am I?

The new awareness of young northerners, the Metis, the Dene, the Inuit, the shite people. It runs quite deep and strong. After all, we have been doing something in those classrooms. This was reflected in the way woung people spoke to me about Judge Berger's last evening in Inuvik in the community hearings. I'm not sure if any of you people will remember when all the young people gathered into the family hall. They listened for a while and did you notice that many of them slept through the long formal presentations but seemed to awaken when other young people in the group began to ask questions?

When the evening was over, and based on the conversations of a few people in that community hall, young people that night felt the laughter and the stares not only of the audience but some of the Commission people as well. They remembered the feeling that they had been laughed at and that their concerns might have been dismissed. I venture to say from their comments that they are not going to take much of this in the future. A new awareness of and appreciation of the old and the new of the north and the south of the work oriented society and the leisure society is the foundation for young people's behavior today -- a new appreciation and awareness. They want more than a better monetary standard of living. They want social, environmental and cultural guarantees. They are asking you Justice Berger to listen to them.

Actually, you know, others can speak to you more knowledgeably and in more detail concerning other social problems and impacts of the proposed pipeline.

In talking to this commission today, concerning the educational system in the north and the young northerners both within and without that system, I hope I've been able to give you some useful information with which to evaluate the impacts of the proposed pipeline and the assertions of the proponents as to what those impacts will be.

In this third portion of my testimony, I wish to deal with some of the evidence presented to this commission. As I mentioned at the close of my introduction, both Dr. Hobart and Gemini North's study relied heavily upon the study of Derek Smith done in 1967. Dr. Hobart also mentioned a later replica of that study, but as he gave no details on where or how it was carried out I cannot comment upon it in detail.

Smith cites that he surveyed students in grades seven to twelve in six Territorial communities, Inuvik, Fort MacPherson, Aklavik and Yellowknife. The median age of this sample was 15.4 years. A survey of students in grades seven to nine would yield data surely, for a research project, but their maturity, their relative exposure with southern travel and their familiarity with large corporations leads me to suspect the value of their information as

an accurate indicator of later occupational preferences. Similar questions, of course, need to be asked with regard to the older students in the grades ten to twelve which Smith's survey also included.

In the data presented by Gemini North, the Smith study is used, and I quote: page 734,

> "The students were asked how they would rank known occupations in terms of prestige, what kind of employment conditions they preferred, the kind of jobs they would prefer the most and like the least and where they preferred to live."

Further on that same page the Gemini North report states that Smith found, quote:

> "Generally native children in the western Arctic appear to have the same occupational aspirations as whites."

This fact should be obvious, you know, in light of the Territorial education policies of assimilation, obvious in light of student exposure to southern teachers and counsellors, incidentally or hostel supervisors and the very content, you know, of the institutions themselves. You know, considering the exposure and the suggestability of this 15.4 median age group, the conclusion, I think, takes on extra meaning.

You could expect the students to give the answers that they knew were expected of them.

While they might not know the

word socialization and assimilation, their teachers no doubt hints, as did their white friends, as to what were acceptable occupational preferences. I have an insert here, if I may.

In preparing, you know, for this presentation, you're going along and you're looking at data and you're looking and you're looking and looking and all of a sudden something dawns and I would like to make a suggestion, Justice Berger, that I personally could attempt two things. I'm putting myself on a limb when I say this, but -- In 1967, that's not so long ago, that some follow-up done this year couldn't be done on those kids. In other words, they indicated their occupational preferences in that year. If you would be interested, and I must admit, I would attempt with a degree of, you know, accurate researching, to try and follow-up on that sample group and find out where they're at and I feel that that would be, maybe an interesting piece of information that you could use in your final -- you know, summarization and analysis.

The second suggestion I have, which I'm surprised no one has said to you before, or unless they have, I'm not familiar with it, is that I could do a survey of the occupational preferences of northern students for 1976 and I could use a model much like Mr. Smith has used, but what I would pay particular attention to, and which I feel I can question is this median age, 15.4 years. I understand he drew from grade seven through to grade twelve and I'm wondering

about how valid is it to ask a grade seven student about what he wants to do in those vast years ahead of him.

THE COMMISSIONER: Well, you know, Mr. Button --

A Yes?

Q I've read Smith's report and it's been cited a number of times and certainly the proposal you make is one that I know Mr. Scott and I will discuss, but -- I remember that meeting in Inuvik, which was, I think, the sixth or seventh evening meeting we had, all of which were attended by two or three hundred people and I remember the evening that the young people spoke.

There's something to be said for allowing them to speak for themselves.

A M-hm.

Q As we have sought to do in each community. The studies, like Dr. Smith's, and he's a well known figure in the sociology of the north, and studies done by all the other sociologists who have given evidence are valuable, but, I don't know why the views expressed by young people at the community hearings in 34 communities shouldn't be regarded as a pretty sound indication of their aspirations and their preferences, because they are at least speaking directly to me in those hearings and their views are not being filtered through the -- through a sociological or pedagogical screen. And I'm not for a moment discounting the value of the kind of work Dr. Smith has done and what you're offering to do.

A M-hm.

Q I'm just reflecting out loud --

A Right.

Q -- on my own feeling that -- Miss Hutchison just gave me a list today of the number of native witnesses I've heard.

A M-hm.

Q And it comes to 964, and I should think that one third of those were under 20.

A M-hm.

Q That's -- or in their early 20's. That's not a bad sample.

A No.

Q Now, I'm not suggesting that it shouldn't be weighed along with the kind of work Dr. Smith did, and others, Dr. Hobart and Dr. Hobart was one of our regulars for a period of months at this hearing and he's an outstanding figure in his own field.

A M-hm.

Q Anyway, carry on, I only offer that thought because, really, I wanted counsel to understand that what was said at those community hearings was what those people decided they wanted to say to me.

A Okay.

Q And that was important

to them and it's important to me.

A M-hm.

Q anyway, carry on.

A Well, I can conclude that section by stating, you know, if there is a need or desire for a more accurate research model to be done, if I can assist --

Q Well, Dr. Smith's study is ten years old and --

A Right.

Q -- a number of things have supervened and you've listed some of them.

A Right.

Q In 1967 there was no Indian Brotherhood; there was no Inuit Tapirisat; there was no Committee for Original Peoples Entitlement. A great many things have been going on here in ten years.

MR. SCOTT: Perhaps, Mr. Commissioner, Mr. Button, who is Mr. Bayly's witness, can take that matter up with Mr. Bayly, and if Mr. Bayly thinks it desirable that that material be prepared, the arrangement can be made between them. I am sure the Inquiry will be glad to receive it, if it's prepared.

MR. BAYLY: I'll discuss that with the witness later, sir.

THE COMMISSIONER: Sorry, go ahead.

A Well, I quote again from the Gemini North report, pages 730 --

Q Let me just add something.

A O.K.

Q You see, when you say to

somebody, "Well, what do you want to be?"

"Well, I want to be an airline pilot or a stewardess," and I think airline pilot ranked first on Dr. Smith's list of occupational preferences for native boys, and I think stewardess or nurse or something ranked first for girls.

Well, a mere statement of an occupational preference isn't the whole story of one's goals in life, and those young people at Inuvik who spoke that night were trying to articulate goals not only for themselves, "I want to be this, I want to be that." They were articulating goals for their people and for the north which was what made the evening a very important one for them and for me. That's certainly my recollection, and those views which require them to express, and in order to express them it required them to reflect on what kind of a world they wanted or hoped to see.

Anyway, you and Mr. Bayly talk about that and Mr. Bayly can let us know how he feels about it.

A O.K. Well, I quote again from the Gemini North report, page 734-735:

> "Native students consistently ranked technical, skilled, clerical and administrative occupations highest, including airline pilots, radio operator, electrician and typist."

I think this is quite understandable because in the settlements that young native people who live in, they would be exposed to these roles.

Further, in a society with an increasing wage-earning activity, it would be these people who would have money and of course --

Q He says,

"White students rank these below doctors, lawyers, scientists."

You can go into Vancouver or Winnipeg and find that in the areas where professional and business people live, their children will rank doctor, lawyer, scientist first, and in other parts of the city they'll rank airline pilot, electrician and typist first.

A M-hm.

Q Go ahead.

A First, how many doctors or lawyers or scientists would a native youth have as a role model in Fort Good Hope or Paulatuk? For that matter, how many native doctors and scientists do young northerners have at all as role models? Those surveyed answered to the best of their assimilation and exposure of that time.

Another question, if I know my students very well, and pretty well, is that they seem very much like, you know, male preferences, what girl in1967 or now for that matter would admit that she wanted to be a pilot or a radio operator or electrician, even in our Western Arctic? The boys stayed in school longer in the '60s than the girls and were wooed, incidentally, by gifts of sports equipment and extra hours and more privileges than the girls. The girls underwent rather restrictive hostel

roles, tended to drop out early and went home to their family. Today it's these girls that are becoming the leaders in the north, and they are graduating in even greater numbers from our northern High School.

Well, however, while greater numbers of native youth native young people may be graduating from school, as a counsellor I can tell you that neither in 1967 nor in 1976 do native youth adjust well to assimilation by school or hostel or community. For the young person it does not take long to get the message of the school and of the hostel. The things left behind in the home settlement are not good, or shall we say, are just not good enough. Even if the preference is for life and family in the settlement, the immediate peer pressure of a secondary school group would be large enough for a student to keep his preference to himself and he would do this until graduation day or the day he leaves, if need be, to avoid hassels.

This, you know, is nothing new or distinctive only to native students in northern schools. You know, the same peer pressure exists as does the expectations of the teachers, and today I think if that same test situation was repeated in a classroom, the inner preference of the native student might still be concealed.

The Gemini North report, continuing with Smith's survey, states that native and non-native students in the Mackenzie Delta prefer to live first in Southern Canadian cities; secondly in

other urban centres; and thirdly in small settlements or work camps. In light of the mean age of 15.4 years in a situation in the late '60s, these answers would be expected but they would not be based on first-hand experience. Rather, it would have been a dream picked up through reading a magazine or perhaps seeing a movie. Youth in 1967 were quite sheltered in many ways from personal experience with most of the preferences listed in the Smith report. I myself noticed quite a difference in sophistication between High School students that came to Inuvik in 1970 and those of 1976.

Another finding of the Smith survey and used by Dr. Hobart and Gemini North is that native students prefer permanent over part-time employment, and that either form of wage employment is better than full-time living off the land.

You know, if this is used to justify socially the massive project of a pipeline, then I recommend another study be done. In my role as a counsellor, I feel strong predictability of a 1976 study is possible but this study would need to be done in a different manner, particularly for the Grades 7 to 12 groups used to poll the aspirations. I think today if it was done I'd confine it to Grade 10 to 12, and secondly, the settlements used, I think, are questionable. From my research in 1967 Aklavik and Fort McPherson had the school only going up to Grade 7, the other two communities used in that survey were Yellowknife and Inuvik, and those schools

did go to Grade 12. I think a modern study or a study done this year, say, would have to poll only the students in Secondary Schools in Inuvik or Hay River or Yellowknife, public and separate.

Another factor, of course, is that the youth in 1967, who were 15, are now 24 years old and I've talked to a few of them, only a few, don't get me wrong. If their preferences were valid indicators of their future choices in behavior, then why are job mobility and dissatisfaction with working conditions such a major problem along the Mackenzie Valley today? For every young person willing to take on a job at the first of the month, there are just as many who are sick of it by the end of two weeks or a month and are ready to move onto something else. As a person familiar with young people who have left school over these past six years, I can state that this trend isn't limited just to native young people. Native and non-native young people alike are beginning to share these attitudes towards wage employment and steady employment, even when economic conditions are tight.

This attitude towards work as a long term effort on the part of youth, is a problem, you know, that parents from all walks of life have brought to me as a counsellor. You know, a mother that I talked in Fort McPherson is quite genuinely concerned about her boys, one of whom has dropped out of school, one that has graduated, but none of them seem interested in working full time either in Inuvik or in McPherson. Statistics for turnover in laborers at a construction camp just outside of McPherson are not available. It seems that people are much too busy to do that. But as a counsellor in the school and in talking to manpower counsellors recently, a figure of a complete staff of 80 from the superintendent down to the laborer turns over every three to six months. That's a complete changeover in staff. Excellent wages beginning at $6.00 an hour, accommodation and board and room included and rising, truckers in that particular construction camp earn $7.00, mechanics $8.00 and so on.

Job mobility, changing jobs. The Nortran training program for its long term plans and its program and comparable information also has had similar problems from what I can read. In the four years that I have been in touch with personnel and bulletins from this program, they have openly stated homesickness and mobility as a problem.

A 1976 update figure cited 114 people completed their program between September, 1973, although no information regarding whether they Alberta or Northwest Territory residents was available.

But further on in their abstract, they cite double the graduated figure to 129 as those who have been on the program. I think this is an indication of job mobility. The Northwest Territories Government, the apprenticeship programs, even the successful trades positions are characterized by a high degree of mobility. All you have to do is to read the newspaper to find this out.

Information from Manpower counsellors in Inuvik tells me that the Federal Government in a determined approach to hold inflation down has dropped behind in wages in our community. It is advertised that $6 a man-hour is paid for tradesmen. Yet at the same time, that same job can be paid $11 a man hour in Edmonton. You know, so some people suggest that, you know, the 45,000 people who live in the north could have a lifetime of employment just by quitting their job every two months or every two years. Apprenticeships, teachers and clerical staff seem to be working at this in my region. This mobility factor in employment conditions has definitely shaped the working attitude of youth in the north for years to come.

An insert here is I wonder if the proposals these people are putting out has taken this into account.

I'd like to ask you, Justice Berger, to give priority really just, you know, to my testimony or to that of the surveys and studies. These past five years of development in north I feel have been like 25 years in other Canadian communities. Rather, I would like you to give that priority to the statements of those

1 yound people in the communities across the north that
2 you listen to. Particularly in your closing recommendation,
3 give those youthful statements a just consideration.
4 In my opinion, neither the respective surveys nor all
5 of our interpretations can substitute for their own
6 definition of the future that they want.
7 Thank you. In closing, I
8 would like to make the following recommendations for your
9 consideration.
10 1. As I have indicated, we do have problems in the
11 north -- big problems and we need time to work them out.
12 I would urge a five to ten year freeze on all extensive
13 developments.
14 Further the pipeline proponents
15 must acknowledge, I feel and help to pay for the employ-
16 ment, mental health, medical and education services they
17 will overtax in their concern to develop our pocketbooks.
18 What good is it to have 20 years of income only to have
19 the bills of social upset and turmoil coming in for not
20 only the first 20 y-ears but another 20 years thereafter?
21 2. I think native land claims must be settled before
22 any development is permitted to go ahead.
23 3. I feel there must be residency clauses established
24 between five and ten years for voting rights within the
25 Northwest Territories. We must maintain control over
26 our own communities if we are to have any hope of
27 beginning to solve the problems that now exist -- now
28 exist.
29 4. There must also be residency clauses established
30 for employment so that resident northerners can have

guarantees of employment on the pipeline whether they wish rotational short term work or permanent wage employment.

Finally, local control of education in training programs. This is really part of the overall need in the Northwest Territories where local control of community institutions which you have heard many, many others say to you in this Inquiry. A basic cause of our current problems is the lack of responsiveness to community needs and interests.

Thank you.

THE COMMISSIONER: Well thank you Mr. Button. I think we'll stop for coffee and then hear from Mr. Robinson.

(QUALIFICATIONS & EVIDENCE OF D. BUTTON MARKED EXHIBIT 712)

(QUALIFICATIONS & EVIDENCE OF P. ROBINSON MARKED EXHIBIT 713)

(PROCEEDINGS ADJOURNED FOR A FEW MINUTES)

(PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

THE COMMISSIONER: Well, let's begin again, shall we?

MR. BAYLY: All right, certainly. Mr. Robinson, Mr Scott is anxious to get started. Do you think you could start to read your evidence as it's been presented to the Inquiry?

WITNESS ROBINSON: Yes.

I'd like to make just two preliminary comments. One is that I regard it as a distinct priviledge to have the opportunity to participate in this Inquiry. I think I could say that I am one of those people in our country who look at northern Canada as maybe the last best chance that we as Canadians have something -- that we can do something to improve the quality of life for all of the people that live here.

The second preliminary comment I'd like to make is simply this, and I admit openly that it's a very personal comment, but having lived in Yellowknife for five years, I find it somewhat difficult to come back now and to criticize the organization that I worked for. It's a new experience for me and any of the comments that I make, I do not make lightly.

I have many friends, I feel, both within and without the Territorial government. I also -- I feel, have many friends from the Indian, Inuit and white communties in the north and I would like people to know that I didn't come here to lambaste the system. If I didn't feel strongly about what I

regard as the opportunities that the north holds for all people, I wouldn't have bothered to come. Admittedly I do have some strong things to say, but I hope they'll be taken in the light of a constructive approach to trying to improve a system of education that I feel could stand as a model for not just Canada, but for North America.

Having said that, I'd like to turn to the evidence that I have prepared.

The evidence is divided into four parts. A brief introductory statement, a look at the past, a look at the present and a look at alternatives that I feel are within the practical grasp of the government and concerned agencies and individuals of northern Canada in terms of their educational system.

The history of education in the Northwest Territories is a history of an imposed institution which is irrelevant to the majority of the people, the Dene and Inuit.

From it's inception, the southern oriented education system has been characterized by administrative structures, policies and programmes which have placed native peoples today in an untenable position.

At least three generations of students have experienced a type of formal education designed to erradicate their lifestyles and their cultural identities. Concurrently, the education system has attempted to bring about the assimilation of Dene

and Inuit into the middle-class, urbanized southern society. This two pronged attack on the lives and livelihoods of people is not unique. What has transpired in northern Canada parallels the education social development which is typical of colonial activities throughout the world.

In the provinces of Canada, Indian and Metis peoples have experienced similar attempts to distroy their pride in their customs, traditions, attitudes and values for over two centuries.

What is unique, in terms of the Northwest Territories is the relatively brief history of "the white man's education." There may still be time to reverse the seemingly inevitable course of events which has typified native education activities.

I'd like to add a personal comment to that, that I admit that I am an optomist and I suppose in a way, a raving idealist. I do not share the point of view of the skeptics and cynics who say it's already too late and therefore let us get on with the steam-rollering of the cultures and languages of northern people.

I do not share that point of view because I do think that there is a faint hope, and I admit it is faint, that the balance might yet be reversed and righted in this part of Canada.

This Inquiry may provide the last opportunity to offer Dene and Inuit an alternative in terms of the influence and control they have the right to expect over their lives generally and the

education of their children in particular. In my view, the importance of this Inquiry cannot be exaggerated. Massive petroleum and related industrial developments, coupled with the potentially vast influx of non-native transient peoples are imminent.

Prior to the commencement of these activities the right of native peoples to determine the quality of life they desire must be established. An integral aspect of that decision must be the determination of the type of education the Dene and Inuit desire for themselves and their children.

As a southern Canadian, I'd like to interject this point of view, that what I've just said, I feel is as appropriate to the working class people on the street of Dartmouth, Nova Scotia, where I presently reside, as it is to the people of the Northwest Territories. That people, regardless of ethnic origin have the right to have a direct say in the quality of education and indirectly the quality of life that they expect from our society.

In support of these contentions, a review of past and present education policies and practices as these have had a direct impact on the lives of native peoples, is made. Based upon these observations drawn from government sources, studies by professional educators and the personal experience of myself, while in the employment of the Northwest Territories, Department of Education from 1969 to 1974, a proposed alternative course of action is submitted for the consideration

of this Inquiry.

A quick, and I hope concise look now, at the past history, and I realize as well as I'm sure many of you do, that much of what I'm saying has been said before and I do not enjoy repeating this information because I realize it must be very tiresome to go over it and over it, ad nauseum.

On April 1st, 1969 responsibility for education in the Mackenzie District was transferred from the Department of Indian and Northern Affairs, Ottawa, to the Territorial Department of Education, Yellowknife.

The history of northern education prior to 1969 has been summarized by an informed experienced educator, Dr. Robert J. Carney, formerly principal of the Joseph Burr Tyrrell School in Fort Smith and Chief of School Programmes with the Northwest Territories, Department of Education.

I might add that presently Dr. Carney occupies a senior position with the Federal Department of Indian and Northern Affairs in Edmonton.

Writing in the Department of Education Periodical "Arcturus," Volume 1, number 4, March, 1971, Dr. Carney made the following observations:

A. For the first half of the 20th century, government education activities in the Mackenzie District were of relatively little consequence. Although the Federal government had the responsibility for schools and although subsidies were made available,

essentially the operation of arithmetic was left to the Roman Catholic and Anglican Churches.

B. The curriculum taught in the schools consisted of Catechism, reading, writing and arithmetic.

C. The average period of school attendance at that time was three years for boys, and four years for girls.

D. The policy of establishing residential schools, necessitating the removal of children from their homes for periods of up to ten months duration in a year, was an early and ongoing feature of the education system. Fort Providence, Hay River, Fort Resolution, Shingle Point and Aklavik were centres for schools and hostel accommodation. Day schools (i.e. non-residential schools) were located in Fort Simpson, Fort McPherson and Fort Smith.

E. By the mid-1940s approximately one potential student in three was receiving some southern type schooling. (A memorandum reviewed by the Territorial Council in 1944 indicated that the Alberta curriculum was being taught in most schools).

F. The major recommendation for improvement of northern education was made by Dr. A. Moore in his 1945 report to the Federal Government. Among the recommendations ev entually implemented were those relating to compulsory school attendance; certification of teachers; construction of composite High Schools (combining academic and vocational training) and the centralization of education control in the hands of one government agency.

G. A new education program in the Northwest Territories was announced in 1955 by the then Minister of Northern Affairs, the Honourable Jean Lesage. This program was designed to increase school and hostel construction.

In summary, the history of northern education followed the familiar colonizing format: facilities (schools and hostels); equipment (books and related materials); teachers (certified to meet the standards of the dominant non-native society); curricula (developed for the non-native society) and laws (compulsory attendance and length of the school year) were superimposed over the traditional lifestyles and habits of native peoples. No attempts were made to conduct preliminary research into such basic education questions as the linguistic characteristics of the languages, nor was consultation with the Dene and Inuit considered to be of importance. Just a note there on the matter of linguistic characteristics, it's well-established that the link between the languages of people, that is their mother tongue, and their cultural outlooks in terms of their attitudes, their values, and beliefs, the link is an inseparable one, and I think any linguist that you would care to investigate would bear out that point. But in the case of Canada and in the case of Northern Canada specifically, as far as education is concerned, up until now we have almost totally ignored the rights of any people to the use of their mother tongue, if that mother tongue happens to be other than English in the first instance, or French secondly.

I'd like to also add that what I've just said is as appropriate to the Chinese community that I worked with this summer in Vancouver

as it is to Yellowknife, or to the north itself. It is simply one of the gross errors that is being perpetrated in education practice currently in Canada today.

It was assumed that the education system developed for the non-native southern society was adequate for the north as well. The widely held belief which influenced education planning at the time was expressed in a Federal Government statement to the Territorial Council in 1937:

> "Within 100 years (that would be the year 2037) they (that is the native peoples) will be completely absorbed into the white race and retain of their past history but the vaguest memory."

That point of view, if I may add, of using the education system as a means of creating a Canadian melting pot remains very much the accepted practice throughout Canada today. Only in isolated instances across this country has there been an awareness that Canada as a nation is not a carbon copy of the melting pot of other places. The role of the school as the agent of cultural assimilation was recognized by the education authorities.

Turning now to the present. In fairness, the perceptions afforded by hindsight permit a degree of toleration. When viewed within the historical context of the times it would have been both unusual and unexpected if education had followed an appreciably different course of action.

On that point I would say this, that it's very easy on August 24, 1976 to look to the past and say, "My, my, weren't those things terrible and why didn't people know any better?"

It's easy to do that. I also think it's unfair. My concern is that we look at what has happened from 1969 to 1976.

However, in terms of what has taken place from 1969 to the present, charitable explanations and toleration are not possible. Rather than attempting to learn from the failures of the past (both within and without the north), the education authorities of the Northwest Territorial Government have proceeded to extend their control and reinforce their traditional policies. In one respect alone has there been an appreciable change in the approach to native education in the north. Unlike their predecessors (e.g. in '37), the governing authorities today do not openly express the assimilation philosophy that is implicit in their intentions. Political techniques have been refined. The day to day realities of classroom experience are obscured through a variety of token, superficial measures which distort and misrepresent the system as it is in practice. Inuit and Dene are being used now as they have in the past as pawns in a game over which they have neither influence nor control. (The accuracy of this analogy was vividly brought home to me in 1972. Representatives of Canadian Arctic Gas Study Limited contacted me

in 1972 and proposed the development of a multi-media kit which would be donated free to every school in the Mackenzie District. Included in that kit was a film strip cassette tape portraying the construction of the proposed gas pipeline. The original script upon which that film strip was to be based revealed clearly the intent of Canadian Arctic Gas STudy Limited. The children in northern schools were to be the medium through which the pipeline consortium conveyed their specific message to the parents).

Another interjection on that particular point. Words are almost impossible, I think, to describe to Judge Berger and the Inquiry what it is really like to be raised, as I was raised, to believe that our corporations, you know, don't do things like this to people. I was brought up to believe that. Our corporations act in the best interests of all people. That is what I was indoctrinated in as a child. When I was contacted by a man by the name of Mr. Earl Gray, who wrote the book,

"The Impact of Oil,"

I was honestly naive enough to think that what Canadian Arctic Gas had in mind was something that would be truly informative and educational for children. I believed that. I don't know how I can describe to you what it's like to sit in the Hoist Room in Yellowknife over fine food with the representatives of that particular consortium and to be told that what they really have in mind is getting their message to the parents via children.

It's the sort of thing that if you'll pardon the expression, does tend to create a degree of politicization in people like myself, because up until that point I would have sat incredulous if somebody had suggested to me that this is indeed what a reputable consortium of large corporations had in mind.

It is in the absence of native influence on and control over their lives and the education of their children which is the critical factor. Now, as in the past, the native students constitute the majority of the school enrollment in this part of Canada. This fact alone makes the Northwest Territories -- and I underline this -- the unique education jurisdiction in Canada. Logically it might be expected that proportionate recognition of Dene and Inuit concerns would be reflected in the education system.

Maybe I should have used the word, if I can interject again, instead of using the word "logically", maybe I should have said that simple-mindedly that I feel that because Dene and Inuit people are the majority peoples of the north, that their aspirations should be front and centre in the Northwest Territories education system. A parallel case that I've used time after time when I was employed here was simply this, that if as a citizen of Canada I move to Nova Scotia, I expect in Nova Scotia that my children will receive an education that reflects the views of Nova Scotians. Or if I mention one other

area that I'm quite familiar with, in Manitoba;if I should move to Manitoba, I feel in certain parts of Manitoba that my children would be exposed to and benefit by the heritage and the culture of Mennonite peoples.

I take that as a given and my question that keeps going through my head is why in northern Canada do the authorities in charge of education not realize that the majority of people here are native people and that their views should proportionately be the determining factor in the education system and that if I as a white southerner move to northern Canada, my children would have a chance to benefit from the heritages of the first citizens of this country. I really don't regard that as sort of a lunatic idea. But it's something that has failed to penetrate the consciousness of those who make the decisions.

If no one is paying attention presently to the needs of native people, my question is what hope is there for the future, given the consquences inherent in the proposed industrial development?

In the support of the foregoing, the following evidence is presented.

1. The lessons of past failures. With the establishment of Territorial Department of Education in 1969, a remarkable opportunity to redirect and revamp the education system was presented. By that time, a growing national and international understanding of the deficiencies in traditional native education practices had accumulated to the point where it was feasible to think in terms of alternative approaches.

For example, the Hawthorne "Survey of the Indians of Canada" in 1969 documented many of the major and I might add well known inadequacies. I quote from that report.

"In sum, the atmosphere of the school, the routines, the rewards and the expectations provide a critically different experience for the native child than the non-native. discontinuity of socialization, repeated failure, discrimination and lack of significance of the educational process in the life of the native child results in diminishing motivation, increasing negativism, poor self-image and low levels of aspirations."

We knew that when the Department of Education was formed here in 1969.

2. Internationally, at the "First International Conference on Cross-Cultural Education in the Circumpolar Regions" held in Montral in August 1969, the fundamental weakness in common learning programs and materials, for example the curriculum for native students was recognized. quote from that report:

"It has become increasingly obvious that existing education programs are designed primarily to accomodate the language, cultural values, economic system and general interest of the dominant groups from the south."

THE COMMISSIONER: The country Mr. Robinson, just a matter for curiosity, did the Soviet Union attend that conference?

A Yes, they did sir.

Q Do happen to know if they subscribed to that passage you've just read?

A The passage I just read came from the concluding remarks which summarized the

findings of the whole conference.

Q Would the representatives of Canada, Greenland, Scandanavia, Alaska and Soviet Union?

A Yes. Right. Just out of interest sir, I have that particular study here.

Q Maybe you'd just leave it behind with us for a while and we'll get it back to you.

A O.K. 3. I'm dealing now with the evidence that is available that could have a made a difference in northern education.

On an even wider scale, the UNESCO "Report of the International Commission of the Development of Education". Many of you may know that report by its other title. It's called "Learning to Be". But it examined education practices on a global basis. One of the UNESCO observations had a direct bearing on the mistake that was and is being perpetuated in northern education. I think this is a critical observation. Making provision for equal access to education (that is, buildings, equipping and the staffing of schools) is not identical to providing equal education opportunity. I've used as an example Fort Simpson students and their counterparts in a community like Taber, Alberta do indeed have comparable access to education facilities, programs and teachers. These items by themselve do not provide equal education opportunities, given the contrasts in cultures, languages social and physical environments.

From the UNESCO report I quote:

"Equal opportunity for all does not mean nominal equality, the same treatment for everyone, as many still believe today. It means making certain that each individual receives a suitable education at a pace and through methods adapted to his particular person."

It is this rejection of Dene and Inuit as "persons" with their own specific education aspirations and needs that the present system is deficient.

I'd like to now turn to how in my view, the present system of education is grossly misrepresented. Not only among northern peoples but peoples in Canada generally. The Survey of Education, a Department of Education Study of Northern Education in 1972 is indicative of the gap separating fact from fancy. It may be of interest for you to know that I was part and parcel of the process that we in the Department of Education went through to develop that particular survey. A reading of the 293 recommendations for improvement in education would suggest that northern residents generally and native people specifically either are or will be well served. The content of this document prompted an article in the "Northian" magazine University of Saskatchewan entitled "The Northwest Territories May Lead the Nation". "Time" magazine, February 4th, 1974 referred to the fact that:

"Northern education was being piloted through a

1 180° turn."
2 Inuit and Dene have been seriously misled by official
3 documents of this type. Following the public release
4 of the "Survey", its comprehensive blueprint for
5 development has been forgotten.
6 Secondly, in terms of
7 misrepresentation. A similar fate characterized the
8 letter of March 17, 1972 which was sent to the entire
9 northern education staff. Eight priority items were
10 isolated for action effective in September of that year.
11 That's four years ago. The changes have not been made.
12 You may be interested in knowing sir that that particular
13 letter was written by myself and went out to all education
14 people over the signature of the then director of educa-
15 tion. In that letter, I have excerpts here which I
16 can go into if necessary -- in that letter it said
17 things like this:
18 "In September of 1972, every child in northern
19 Canada will be entitled to instruction in his or
20 her mother tongue commencing in the first year of
21 school and following through the two or three
22 succeeding years."
23 ..which any linguist will tell you are the crucial
24 years for language acquisition. But no attention was
25 paid to it.
26 3. One other item from that letter deserves elabora-
27 tion.
28 "The use of Department of Education Curriculum
29 Handbooks as the basis of the learningprogram
30 in every school was specified."

..in that particular letter.

Between 1971 and 1973, two handbooks prepared by the Curriculum Division of the Department of Education were authorized by the Commissioner of the Northwest Territories for use in the schools. I was responsible sir for the development of both of those curriculum handbooks which covered up to 12 different subjects that are taught in grades from kindergarden through to the end of grade nine. They were authorized for use in our schools up here.

In his statements before the Standing Committee of the House of Commons on Indian Affairs and Northern Development March, 1973, the Honourable Jean Chretien commented on this development. Just out of interest, I have the full statement here.

> "The northern curriculum is an attempt to create a new multi-cultural milieu in the classroom. We are all hoping it will improve northern education immensely. It is a unique venture in education."

The possibility of any improvement occurring has been in fact emasculated. Once the public relations value (for example, the National Council of Teachers of English in the United States in 1974 recommended the Northwest Territories Elementary Handbook as the best in its field in North America) but once that public relations value had been used to advantage, the actual implementation of the multi-cultural program has been dismissed. The Alberta curriculum remains the bench mark for northern education.

THE COMMISSIONER: Excuse me, it would have been necessary, would it not, to implement the notion of providing instruction in a child's mother tongue for the teachers, virtually all of them to be Dene or Inuit. Certainly in the primary grades, there's no doubt about that?

A No.

Q That was understood at the time, it must have been.

A Yes.

Q There can't be more than a dozen white people who speak those languages and they are, virtually all of them priests.

A Right. I might just add sir, that one of the things that was mentioned in the letter that went out to all teachers for September, 1972, was that given the fact that we do not have in the north, any sizeable number of northern teachers, that is, who came here from the south, who can teach in the mother tongue, that we have available, in all of the kindergarten, grade one, grade two rooms, we have available bilingual classroom assistants who would work with the southern trained teacher. That was spelled out in the letter and the second thing that was spelled out in the letter was, and I admit, it was not too well disguised, but it simply said this to all educators, that if you are not prepared to work in this type of a multi-language environment, multi-cultural environment, perhaps you should consider other employment. And it was not exactly a veiled threat, I suppose, but we were

trying to get across in that letter that we meant business about these programmes.

Fourthly, in terms of the misrepresentation, other parallel examples can be found in public addresses. For example, the Boreal Circle Address of the present Director of Education in 1974 and official correspondence, for example, the letter of February 6th, 1974, regarding failure in the classrooms. That material I can make available to the Commission, but I might just mention in terms of the letter of February 6, 1974. Again, I don't know how one expresses total exasperation, but that letter was written in response to a question that was raised in the Territorial Council by Counsellor Butters from Inuvik and Counsellor Butters asked this question, "Do the schools of the Northwest Territories fail children?" And in that letter, which went to everybody in the north associated with education, it was spelled out in black and white, "NO", northern schools do not fail children.

I don't know how you deal with that type of dishonesty. Whether studied individually or collectively, these items convey one message, the administration of northern education apparently is in progressive, competent hands. The conclusion can easily be drawn that of all the myriad available social programmes, education is the one of least public concern, however, closer inspection will indicate otherwise.

I'd like to now deal with the token approaches that are characteristic of northern

education today.

The annual reports of the Commissioner of the Northwest Territory provide some information on the operation of government departments.

The financial expenditures deserve attention, especially in terms of the following categories; first of all, let's look at the question of cultures and languages. The above mentioned survey and handbooks and correspondence repeatedly pay homage to the need for learing programmes relevant to the languages and cultures of northern students. In the Territorial education budget an amount of money is set aside for this purpose. From 1969 up to the present, that amount of money has been $15.00 per student per year. This, in terms of the language of government, is referred to as a cultural inclusion grant. A term which unwittingly portrays the relative importance of Dene and Inuit cultures as perceived by the Territorial Administration.

Let me elaborate briefly. The Territorial Administration holds to the belief that all you really need to do is to take the southern model and you include bits and pieces that you can afford at the rate of $15.00 per student per year. It is striking to contrast the $ 15.00 with the approximately $1,700.00 per student per year which has been spent on assimilating the child into the white southern system. This is not an original comment on my part, but other people have pointed out in other places that we spend through the Government of the Northwest Territories, at least

$1,700.00 helping kids to forget who they are and we allot $15.00 to help them sense any feeling of identity. I personally find that intolerable. I could be argued that additional cultural funds are used to publish northern textbooks. This is true, in the sense that between 1969 and 1974 over 100 items were developed and published for use in the elementary classrooms in particular.

I would like to elaborate briefly on that as well.

From 1969 to 1974 the five years that I was employed here, on the average, every other week over that period of time, one new northern developed textbook, filmstrip, picture set, child's magazine was created, published, and distributed to northern schools. Unlest anyone misunderstand what I'm saying those materials were developed by 47 Inuit, Dene and white individuals. I didn't write them, nor did the staff that worked with me. We worked with northern people to help them get their views, their stories, in their languages into our schools.

A 1975 Territorial governmen publication, English 1, illustrates the actual importance of those materials now.

A survey of the reading books used in the Mackenzie District revealed that children now are being subjected to materials similar to those of previous generations. Books from Toronto, Chicago, New York. The items reflecting their heritages and

their languages remain on the shelf.

I'd like to now turn to the question of nutrition, when dealing with superficial approaches. The survey of education drew attention to the need for hot lunch programmes and food supplements generally, for the diets of northern children. The need to assess the nutritional requirements of children is a fact of life in many settlements, and having visited many, but not all northern settlements, I can personally attest to that fact.

Research on this topic is badly needed. Equally, policy directives and administrative procedures must be established.

From 1969 to 1974 six cents per child per day was included in the budget for food programmes. Think of that please. That's $12.00 per child per year. It is only another lost battle to recite what I personally went through in trying to get the Territorial Department of Education to come to just this one -- I'm sorry.

THE COMMISSIONER: It's quite all right sir. I think it's getting close to lunch time anyway, so we'll adjourn until 2:00 and then we can continue then.

(PROCEEDINGS ADJOURNED UNTIL 2:00)

(PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

MR. BAYLY: I believe we're ready to begin again. In the printed text of the evidence we're at page 14.

Before Mr. Robinson does begin, Mr. Scott has requested that those reports, letters, and an article which is not referred to in "Arcturus", which Mr. Robinson knows about, be submitted as exhibits. Mr. Robinson says that he can get copies and when they are delivered to me I will ensure that they are made exhibits to the Inquiry.

THE COMMISSIONER: O.K.

MR. SCOTT: My effective cross-examination has been displaced, however --

MR. BAYLY: Q Will you continue then, Mr. Robinson?

WITNESS ROBINSON: Thank you very much. I'd like to express my appreciation to you, Judge Berger, for your indulgence this morning, and to the people that are assembled. I had firmly resolved when I came here that I would try and deal with this particular submission in a dispassionate fashion, and I regret that I was unable to do so.

I would like to make one other comment about the nutrition of northern children. It's simply this, that although 6¢ per child has been in the territorial budget for food, per day, that is, that that does not indicate by any stretch of the imagination that the money actually goes for food. There has been, at least in my experience,

a noticeable absence of any direction on that point. I would like to add further on the question of food that one of the things that I feel an individual is brought up in our society to believe -- at least I was brought up to believe this very firmly -- was that by working within a system, be it government, private enterprise, what have you, that it is possible to bring about change, and I merely throw out this question that I wonder if people in our society really know what it is like to be inside the system, the government in my case, to be talking about the nutritional requirements of children and to literally be asked to go through all of the hoops that a bureaucracy can impose upon you.

Education will tell you -- at least they told me --"nutrition is not our problem. Try social development."

You try social development, and they listen attentively, and they say, "Well, it really isn't our problem. Try northern health service."

I have tried and did try every channel that presumably the government affords, and all I can say is that if you are familiar with the Royal Commission on Poverty in Canada a few years ago, or if you are familiar with the books by Ian Adams called,

"The Poverty Wall, or the Real Poverty Report," everything that you read in those books, in my experience, is true. The people who lack access to power in our society can literally be kicked from pillar to

post.

I'd like now to turn to the teaching staff, and I would reiterate that I'm talking about the superficial approaches that are taken in Northern Canada toward developing a northern educational system. In education generally there has been agreement that a prerequisite to an effective multi-cultural program is a native bilingual teaching staff.

In the Northwest Territories the teacher education program designed to prepare such a staff has been in operation since 1968. The effectiveness of the program has been distinctly limited. 1974 can be used as a typical year for comparison purposes, keeping in mind that in excess of 600 teachers are required to staff the northern schools.

In 1974 it was expected -- this was reported in the Commissioner's Annual Report, by the way -- by the Department of Education that 15 graduates of the program would enter the classrooms. In effect, the 15 teachers would represent less than 3% of the total complement of northern teachers. Viewed another way, the anticipated graduates would fill only 8% of the teaching vacancies in an average year. The remaining 92% of the vacancies would be filled by recruits from the south.

From the commencement of the program down to the present time on the average sufficient students have graduated to fill 1% of the teaching positions, and I might add I think I'm being generous on that particular figure.

I would now turn your attention to higher education in the Territories. Substantial finances are available to assist "northern students" to attend universities. If I may interject, during the years I was employed by the Territorial Government, I served on a government board called The Advisory Board on Higher Education, so I do have firsthand experience on exactly how university grants and bursuaries are administered in this part of the country.

Using 1972-73 as a representative year, $274,200 was spent on Higher Education Grants. The money was used to assist 135 university students. 4% of the recepients were native students (5 Dene and one Inuit). In the same year, ten bursaries were allotted also. One Dene student was awarded a bursary. Not only do these percentages indicate the degree of success native students are experiencing in the school, but they also reflect the motives of the political social system itself. Higher Education Grants and Bursaries are employed primarily as inducements for attracting non-native people to the N.W.T.

What I mean by that is this. That in order to recruit civil servants to the Government of the Northwest Territories or to the Federal civil service, one of the tax free and hidden benefits is to bring people to this part of Canada who have students of university age who, after a minimum of two years residency will -- those students will be entitled to room, board, tuition through the Higher Education Grants. It's a distinct policy to aid the recruitment

in this part of Canada.

I'd next like to look very quickly at the financing of northern education. The conventional explanation given when the failures of northern education detailed centers on money. The arguments go like this. Provide additional funds and the Teacher Education will be expanded. Through industrial development, government revenue will grow and presumably hungry children will disappear. In my view, there is no rational basis for these propositions. The question is not one of availability. In excess of $40 million is now spent on northern education. The question really is, how is the money expended?

In large measure, the finances are used to establish and reinforce the colonial system with fractional measures appended to make the system "northern". It is an adding on process and not a process that builds on the cultural language characteristics of Dene and Inuit and extends from their environment to the larger national and international societies. The percentage increase in the cost of administration over the three year period 1971-74 indicates the priorities of the education system in this regard. The 45.5% increase in expenditures on administrative control of education can be contrasted with the 13.8% increase for improving education at the settlement level.

Now on the question of education control itself. Total control is vested in the Government of the Territories with two exceptions.

The Yellowknife Public and Separate School Boards has powers similar to those of their southern counterparts. Both Boards are themselves in the exclusive control of non-native peoples. The Rae-Edzo School Society might appear to be a valid exercise in local control for the Dogrib community. In practice, the agreement which I know is now under revision, that that agreement between the government and the society permits the Commissioner of the Territories to cancel the agreement on 24 hours notice. I merely pose for all of you this question. Can you imagine in any non-native education jurisdiction in Canada such a proviso?

Native peoples are ignored. They are neither consulted nor are they expected to be involved in the decision affecting themselves or their children. Dene and Inuit acting through local advisory committees only can voice opinions, specifically with respect to the cultural inclusion programme. Their opinions need not be considered or heeded, for example, in 1973, in Igloolik, a request for a doubling of the $15.00 cultural grant by Inuit peoples was made and I understand that now, as of 1976, there is the possibility that that amount is going to go up to $30.00. That's three years later and I only ask you to think in terms of $30.00 in terms of conservatively $1,700.00 that is spent on assimilating the students.

Native peoples continue to be regarded as essentially the wards of the state. The paternalistic, non-native administrators will determine the measure of local control to be permitted on the basis of the readiness of the Dene and Inuit and allow me for a moment to mention what I mean by readiness.

It is as common in the Department of Education here, as I have experienced it in other parts of Canada, including the Labrador coast, for white people to gently but firmly bring up this point of view, that, ah yes, native peoples are entitled to rights but they are not ready. They are never ready, at least insofar as decision makers as I have met them are concerned. Nowhere is the intent of the administration more clearly displayed in the proposed ordinance respecting education in the Northwest Territories.

I suspect sir, that it's knowledge to you, that is that you are already are aware of the fact that the Territorial government, over the past few years has been preparing a revised ordinance respecting the control of education in the N.W.T.

From the time that that ordinance was conceived, down to March of this present year, I have been intimately involved in that ordinance. I think I can speak with considerable integrity on what the government of this area of Canada have in mind regarding the control that the Dene and Inuit people of the Territories may or may not have in terms of what the government perceives. In my view, this legislation makes a mockery of the liberal, humanitarian image that the education system and indeed the government of the Territory seeks to convey.

The ordinance, and I do have with me, if people want to cross-examine me on this point, I do have the most recent revision available. The ordinance relegates Dene and Inuit to the role of second-class citizens in their own land.

I'd like to appear to be jocular or happy in this point and say that this is happening in Rhodesia or it's happening in South Africa or some place else, but it isn't. It's happening here in Canada, that a government has developed an ordinance which I honestly feel that any legal person would question on the basis of its competency and which any person who really cares about people in this country

would question on humanitarian grounds.

Through the ordinance, the languages and cultures of northern native peoples are of marginal importance in the over-all pursuit of southern education standards. Control of the schools has been linked to the concept of ratepayers which not only is a denial of historic rights to a free education, but is inconsistent with education developments elsewhere in Canada.

I freely admit that I am not a legal expert, that is obvious to you, but I can tell you this much, that having been involved in the development of that ordinance and having begun my own particular research, starting in 1763, and coming down through the British North America Act of 1867 and then coming down to the Indian Act, as well as looking at treaties 8 and 11, it seems to me that there is an obvious legal question, whether the Northwest Territorial government even has the right to prepare any legislation whatsoever except for the white community of Yellowknife, where there is a ratepayer base.

The fact that the ordinance has been developed without consultation with native peoples in their languages may come as no surprise to you. It is consistent with the historic record. The fact that the bureaucracy's actions are in disregard of the recommendations of the Legislative Committee of the Territorial Council (October 1974) does for me suggest effectively where political control actually lies.

For your information, in October 1974 I was requested to appear before the Legislative Committee to raise 17 documented exceptions to the ordinance that was proposed at that time. Interestingly enough, that Legislation Committee in its recommendations told the Civil Service, the Department of Education, that what was proposed in the ordinance was to be conveyed to all northern peoples in their languages. That's what the elected representatives of this council said. But the bureaucracy doesn't pay any attention.

It can be assumed that the preparation and the implementation of the ordinance is one more major attempt to retain and solidify the authoritarian power of the minority controlled colonial agency. It is, I think, within the realm of possibility that behind these actions resides the unspoken hope that following the construction of the proposed pipeline and related developments the concerns of Dene and Inuit will have disappeared. Native people will have been both submerged and suppressed in the ensuing

economic and political events. I feel that I must say that some of you may say, "My goodness, you are lapsing into Marxist rhetoric."

That is not my intent. I think any study of North American history, vis-a-vis native peoples, will indicate that it is frightfully easy to suppress and to ignore the rights of the first citizens.

I'd like to now turn to something on an optimistic note, the future. There is an alternative. Employing available research evidence and drawing upon personal experience, fundamental changes can still be made which will improve the quality of northern education. Five critical factors have been isolated for attention with reference being made to the appropriate sources of information.

1. Basic literacy. Literacy is a right taken for granted in our society. In Canada, English and French are the official languages of the dominant society. Inability to communicate effectively in one or both of these languages denies the opportunity to participate in the life of that society. In the north, Dene and Inuit have preserved their knowledge of Athapaskan and Inuktitut languages. Education efforts to date have resulted in the production of students who are illiterate in two languages, their mother tongue and one of the official languges, commonly English. Research and program development information available through UNESCO, the University of Alaska, the University of New Mexico, the Ontario Institute for Studies in

education, and the University of Saskatchewan could be brought to bear immediately on this priority concern. I have only mentioned a few sources there, of the sort of information that any educator in this country can put his or her fingers on, but it's being ignored.

2. We look at the question of how children learn. Within and without Canada substantial research has been conducted on this problem. Learning methodology -- that is how children acquire information -- appropriate to a multi-cultural, multi-lingual population is of primary importance. The study of "Children and Their Primary Schools" (London, 1967, reviewed 30 years of educational developments, many of which have significance for the Northwest Territories. If I may interject, that report is commonly referred to as the Plowden Royal Commission, and in the western world it is highly regarded as the most definitive study on how children of various backgrounds can be taught most effectively, whether we're talking about the children of the north or the south, or whether we're talking about Welsh children in Britain itself, that report has a lot to commend it to our attention.

The Arctic Institute of North America, through applied research, "Man in the North, 1971-72", demonstrated practical approaches to this question. Some of you, sir, may be familiar with a man by the name of Eric Gourdeau, who was instrumental in launching the "Man in the North" project. The experiences of the Navajo-controlled school at Rough

Rock, ARizona, and the educational developments on the Six Nations Reserve in Brantford, Ontario, validates the premise that languages, cultures, and the manner in which children -- any child -- learn, are inseparable.

3. What children learn. Determining the content of the curriculum is less difficult than I think many people expect. It is, for me, a matter of combining the views of the Dene and Inuit with the best available information from wherever it can be located. Within Canada, the Report of the Provincial Committee on Aims & Objectives in the Schools of Ontario, commonly known as the Hall-Dennis Report, 1968, and similar Commission Reports from Nova Scotia and Alberta, provide practical guidance on how people can become involved in determining the quality of education they desire.

I just make small mention of the Nova Scotia Graham Commission Report on Education to relate it back to the type of ordinance which the Territorial Government plans to introduce this fall. In the Nova Scotia Royal Commission Report on the basis of the best evidence available, the decision has been made to remove the question of local control of education from the question of property taxes. But the Territorial administration is unaware of that type of step.

A similar study such as the ones I have mentioned of native considerations is required in the north. In 1970 and '71 the Territorial

education budget included funds for an independent Commission of Inquiry on northern education. No study has been conducted.

4. What are the crucial factors influencing education? The influence of the home environment (languages, cultural characteristics, socio-economic factors) is the major determinant of education success. This conclusion was reached through a study of American education by James Coleman and his associates as reported in "Equality of Education Opportunity", 1966. Further research by Christopher Jencks (1972) reinforced the substance of Coleman's report. Related studies using similar research techniques are needed now in the north. What happens in our schools cannot be divorced from the more encompassing social questions which industrial development implies. Will the effects of a major transformation in the living habits and lifestyles of native peoples transcend the influence of the schools and education services generally? Answers are urgently needed.

5. The control of education. In 1972, the National Indian Brotherhood prepared a policy statement, the one I am holding, "Indian Control of Indian Education" for presentation to the Minister of Indian Affairs and Northern Development. In 1973, the Minister approved and accepted this statement as the policy of his Department. Central to this policy is the provision for the participation of native peoples in any agreements affecting the education of their children. Furthermore, involvement and participation were not defined in terms of an advisory capacity:

> "The past practice of using the school committee as an advisory body with limited influence in

restricted areas of the school program must give way to an education authority with the control of funds and consequent authority which are necessary for an effective decision making body.:

From the Ts'zil Community School on the Mount Currie reserve in the B.C. interior to the Lesser Slave Lake Agreement in northern Alberta, to the Tri-Partite Agreement in central Nova Scotia involving the Micmac peoples, the right to local control is being recognized and realized. The Dene and Inuit request equal consideration.

My own firsthand experience in the north combined with my opportunities to work with Mount Currie and Micmac organizations strongly underscore the potential that native involvement and control have for the improvement of education. In the Territories between '69 and '74, it was practical to work together with Dene and Inuit in the development of the curriculum program and the publication of textbooks, picture sets and audio-visual materials which portrayed their customs, traditions and languages. In British Columbia, working through the offices of Simon Fraser University (in the summer of 1974) also I might add in the summers of '75 and '76, it was practical to commence a similar process. In Nova Scotia now, it is a matter of volunteering assistance to the Micmac Institute of Cultural Studies.

The point I am trying to make to you is this. I am not on some sort of ego trip. I simply think it is possible to put whatever talents you and I as individuals have at the disposal of the people

that we are here to serve. I don't think that is radical or leftist or extremist. It simply is to me a commonsense approach of saying, "Look. There are some things that I can offer." But equally, there are things that you can offer and we combine the two for the betterment of all concerned.

There is nothing in my view mystical or threatening in this process. Dene and Inuit, like their southern counterparts have the skills and cultural understanding which the non-native individual lacks. I quote from the Circumpolar Conference on Education, 1969.

> "Throughout the north, it is the native population who has the exclusive cultural perception and basic factual information inherently denied, through no fault of their own, to those presently in control of education."

Concurrently, the non-native individual -- people like myself -- can offer education ideas and techniques based on training and experience. Working cooperatively, the human and material resources can be pooled to the advantage of the children. It is on this point of cooperation and consultation rather than authoritarian control and dictation that the future of education rests and I feel that north, south as well. The course of events which has characterized northern education must be reversed. A forewarning of what can emerge if the majority of the northern population perpetually is ignored was inferred in the concluding comments to the previously mentioned Conference

on Circumpolar Education.

"How long such a large segment of society can be denied substantive influence and still stay within the circle is itself one of the critical questions which needs consideration."

In my view, emphatic resolution of this "critical question" in the favor of the native peoples must be forthcoming. Their future, in their society, in their land, is in the balance.

I would like to conclude with just on personal observation. That what I have tried to present to you sir in a way is only one person's sort of odyssey in a way of trying to work with people to bring about a type of education that not only the kids but their parents can relate to and understand.

Thank you for your kindness.

THE COMMISSIONER: Thank you Mr. Robinson.

MR. BAYLY: Mr. Commissioner, this panel is now available for cross-examination.

MR. SCOTT: Mr. Sigler, do you have any questions?

CROSS-EXAMINATION BY MR. SIGLER:

Q Mr. Button, if I can turn you to page 16 of your evidence where you give your recommendations. Now in looking at your first recommendation, you state at the end that what good is it to have only 20 years of income only to have the bills of social upset and turmoil coming in for not only the first 20 years but another 20 years thereafter. I

take it your point there is that the people in the community should not be left with the burden of paying for the services that will be required as a result of the impact of development such as the pipeline?

WITNESS BUTTON: Yes, I would agree with that, okay.

Q Now, your second recommendation is that native land claims must be settled before any development is permitted to go ahead. I take it you haven't qualified that at all, that if native land claims were never settled that there should be no development at all, is what you're saying?

A I'm sorry, could you repeat that again?

Q You state that native land claims must be settled before any development is permitted to go ahead and you haven't qualified that statement at all. I take it that if native land claims were never settled that you would say that there should be no development whatsoever.

A No. I never thought of it that way, you know. I -- you know, I'm not sure that this is going to help you, but when I made that recommendation, you know, I firmly believe in that statement. You've just done a good one. You've just asked me to take that a lot further and I'm sorry, I've never thought of it any other way.

Q You meant it as a statement of principle, as to what you believe.

A Yes, I meant it as a statement of something that I believe in as a recommendation, okay.

Q Right.

Now, your third recommendation,

you talk of the residency clauses being established for voting rights within the Northwest Territories. Now, first of all you -- I noticed in the second sentence in that paragraph you use the word "we" and the word "our" and the word "we" again. I take it you include yourself as part of those communities.

A Yes.

Q And I wondered, just sticking to your own case, as you were telling the Inquiry, your own experiences, what might have happened between your fourth and fifth year of residency in the north that suddenly would qualify you to vote? What happens? Why have you choosen the five years, say, rather than the four years?

A Well, I'm sure you understand that any individual could choose a number, all right? Now, I did pick out five years. You know, I can only speak for myself as a man in my community. I feel that every year I've lived in the north I've gained a much greater understanding, okay?

I'm perfectly aware of people who come and spend three years in our communities and you know, don't gain some of these insights, all right?

Five -- and I mention the figure ten, okay, I've left it wide enough haven't I? All right. I -- when I was making this recommendation, you know, I hope you understand this. I'm lacking confidence, does this make sense, I'm lacking confidence that I personally, what I feel is going to be respected

by -- you know, yourself, shall we say, in this overall conclusion, but I've used those figures very general, but that's the figures I meant, okay, and I agree, you could cut it down to six or four or something.

Q Right, but your point is that from your experience in Inuvik, that you see a persons commitment or role in the community increasing with the length of time that they've lived there.

A I'm not sure if I would say commitment, incidentally. I would say, understanding. What I've tried to do in this presentation is walk a fine line talking about young people from all walks of life, native or white, northern or southern and I'm saying that for every year you live year around in our northern communities, you understand more,okay? And that's where it's at.

Q And you're saying that that understanding shall be part of any individuals involvement in the decision making process?

A Yes, very much so.

THE COMMISSIONER: You're saying it isn't like moving from Calgary to Vancouver.

A I think some people treat it that way. I've seen that happen in my community of Inuvik. YOu know, I don't know if we need to go into anecdotal statements about this at all, but no, it shouldn't be like moving from Calgary to Vancouver and that's why I feel the longer you stay there the greater perspective you gain on things.

MR. SIGLER: Well, in that recommendation, I notice you state for voting rights within the Northwest Territories generally. I wonder, if to be consistent with your philosophy as to community decisions or input by the community that each community should not be entitled to choose its own residency requirements. Why are you, from your experience in Inuvik, making a general statement for the whole Territories?

A All right, you know -- I think that's a good point. I could -- I don't know if that's correct legal procedure, you know what I mean. I could take that back and say, you know, in my statement I was speaking for me as a man in my community and when I thought it over, I thought of that in light of communities that I know of on a map, all right?

You're right, I don't have great qualifications or maybe any perogative to speak for all the communities in the north and I'm -- you know, if that's the interpretation you want to place on it, then I'm sorry. I didn't mean it that way.

Q No , well I'm not --

THE COMMISSIONER: Okay, you can take it back. It's not often done here but you're quite entitled to do so.

MR. SIGLER: What would you think of the proposition of each community being entitled to choose its own residency requirements for the purpose of voting?

A Say that again.

Q What would you think of the idea of each community being entitled to choose its own residency requirements for the purpose of voting?

A At this point, I'm just going to not answer, because, one of the key things is that I just came here to specifically pass on a little bit of what I've heard but not to give my ideas or my opinions of any importance, okay? And so what I really personally feel, which comes out on that page, doesn't it? I'd like to downplay and I'll just say I don't feel I will answer your question.

Q So, you'd like to leave the impression of your general feelings for the point you've made in your paper rather than be grilled on the details of any of these specific recommendations?

A Yes, I think that's an important one, because as I said to you earlier, I've really come here with the idea of trying to convey some of the things I've heard over six years, personally. I feel I want to downplay my own opinion about it and I can tell you I had a hard time doing that page that you're reading over, okay, because of that.

Q Well, just turning to your fifth recommendation, it basically -- your point is to call for community control over school facilities and programmes.

A Is that a question?

Q Yes. Is that a fair summary of the point you're trying to make there?

A Yes.

Q Now, Mr. Robinson, in your paper as well, your conclusions call for local control over schools, especially by native peoples within the north. I just wondered if either of the panelists could comment on the relationship or the role of a Territorial government Department of Education if there were actual community control over the schools?

WITNESS ROBINSON: Yes I can comment on that. I'd like to relate it, if I may, to the proposed Schools Ordinance. I have with me an information item that I prepared for the Deputy Commissioner, John Parker, which was delivered to the Territorial Council approximately two years ago which spells out the guidelines for developing the proposed Schools Ordinance, and I'd like you to be clear on this, this was an information item that went to the Territorial Council and I prepared it, and in that information item it clearly states that in the new Schools Ordinance, the Department of Education would perform a consultative function to the communities of the north in terms of education. Notice, please, it did not say "administrative." It did not say "supervisory". But the inconsistency, sir, in this, and I'm quite honest on this, I do not understand the mentality of the Territorial Government that that information item, once it was laid before the Territorial Council, was ignored and so in the Schools Ordinance that is being planned for this fall, you will see in there that the Territorial Government has administrative and supervisory control and the whole notion of consultation has been deleted. I don't understand it personally.

Q You say it's been ignored; you mean ignored by Territorial Council, the Legislative --

A No, ignored by the bureaucracy, and I might just add that I honestly

do not know whether the elected council members are fully informed on just how the system operates. In my own personal view I suspect they are not.

Q Well, you've attempted to describe, I think, the relationship between the school under local control would have with the Territorial Government. I wonder if you would dwell a minute on what relationship they might have to the other institution that's influenced education in the north, and I'm thinking of the church, and say institutions such as the Yellowknife Separate School Board or the residents that are, church-going residents of the north, what relationship would you see the local schools under pure local control of the people, rather than be controlled by an institution such as the church, having with the church?

A Well, on this point I'm going to come off like a raving idealist, but because I have many close friends in the church community in the north, specifically, among the oblate community, and I have the highest regard for their efforts, I firmly believe that a community-controlled school could work hand in glove with related agencies. As a matter of interest, sir, on this particular point I prepared for the Territorial Government back, I think, in 1974, a detailed outline on just how that type of co-operative development could take place.

Q Well, looking at the

example, say, of the Yellowknife Separate School Board again, you mentioned somewhere in your evidence that the School Board in Yellowknife didn't have any participation by the Dene people. Now, I take it you'd admit that an example of Yellowknife Separate School Board where most of the Dene children receive their education , at least in Yellowknife, because of the religious separation also to a certain degree led to a racial separation in the school system.

Would you see then, say in Yellowknife, for example, Dene control over the school system putting an end to the institution such as a Separate School Board?

A No, personally I don't like to think in a black-white polarized situation. I do know many of the people on both of the School Boards and it's no news to anybody that knows me well that I have had my innings, my controversies with both Boards. No question about that. But I do feel that if the Boards were approached and discussions were entertained on giving Dene people a voice on those Boards, or voices on those Boards, I have a faith in the reasonableness of the people who sit on those Boards that they would entertain such an idea.

Q Apart from the provision that's in the agreement between the Commissioner and the school society, you've used the Rae-Edzo school society as an example, I take it, of a forum that could be used for local control of the schools by the Dene.

A Right.

Yes, I was here when that original agreement was developed and so on, so I do have some experience with the Rae-Edzo society.

Q I take it that you're not suggesting that the funding for community-controlled schools come entirely from the community itself.

A No, I do not. I think a model for what could happen very easily in the north is that one which has been developed in the Province of Nova Scotia, where the funding does come from a central authority, namely the Provincial Government in that case. But the school authority of say Annapolis, down the valley has the right to make the decisions affecting the education in their community.

Q Right, because one response that the community fears, that there can't be local control over the education until there's a community tax base; but you're saying that's not necessary.

A No, I mean personally you'd have a difficult time convincing the people of Halifax because that's the way the Halifax situation operates today. The budget comes from the Provincial Government, but the School Board and the school authorities of Halifax, they determine the quality of education that will be offered in their schools.

THE COMMISSIONER: Excuse me, Mr. Robinson. The Province of Nova Scotia has lifted the costs of education, both capital and operating,

from the municipal tax base.

A Yes sir.

Q Is that right?

A Yes sir.

Q And you say that's a trend discernible throughout the provinces.

A Yes, it is. If I may refer you to the Worth Report on education in Alberta called, "The Choice of Futures," which lays out a design that could be followed anywhere in Canada. They are projecting ahead to the year 2000, and this whole question of control on the one hand and financing on the other is looked at very carefully.

Q Well, except for any promise of political parties at the provincial level, I mean, all political parties at the provincial level but has any other province besides Nova Scotia actually reached this nirvana.

A Don't get me wrong, there's lots wrong down there too. But in answer to your question, I think that Nova Scotia has broken some ground on this.

Q Did the Hall-Dennis -- no, Hall-Dennis was curriculum and so forth, not finance.

A Essentially, yes.

MR. SIGLER: Q I take it your evidence elsewhere was that the amount of money that's spent now on education would be sufficient if it was allocated on a community level.

A Yes, I feel very strongly that the in excess of $40 million that is being spent here, when you think of the population base, you think of the school enrollment figures in this part of Canada. I hold to the belief that that $40 million could be deployed in such a way as to develop the type of quality education that I think everybody here would like to see.

Q Now on page seven, and elsewhere in your testimony, you state that -- and I'll draw toward it logically like you suggested this morning

"It might be expected that proportionate recognition of Dene and Inuit concerns would be reflected in the education system."

Do you think that it -- I take it when you then later on talk about the need for local control of schools that you just don't think that this goal of reflecting these concerns can be achieved in one education system for all the communities?

A No, I don't. Not one sort of universal system you mean?

Q Right.

A No.

Q Now I'll take it a step further and say larger communities or say Yellowknife again as an example or Hay River or Inuvik to a certain degree is that would you recognize the need for more than one control system within the boundaries of say that municipality or community in that there is more than one community within the town or city say?

A Yes, I do. I am, you know, I think pretty cognizant of the inherent dangers of developing a system of education along the lines that Newfoundland used to have where it was, you know -- you had Anglican, Roman Catholic, Salvation Army, etc., etc. I think there are inherent dangers in that. But what I do hold of this belief that there has to be provision in Canadian society and Yellowknife as a good example for

alternative approaches to education. That could include a public and separate system, just as an example. But one of the things that is most distressing in the proposed school ordinance on this point is that total authority for deciding the type of schooling, including university that's to be allowed in the north must be cleared by one man -- the Commissioner of the Northwest Territories. In 1976, I find that an astonishing provision.

Q So you say that allowance could be made say for communities like Yellowknife where there would be a system say where the children of the civil servants that wanted their children to be trained with the Alberta curriculum to go on to universities could have and still have a system that would recognize the needs of the Dene peoples within the community that weren't planning to go on to those systems?

A Well I think examples now, if they do not abound, they certainly exist in southern Canada that we could draw upon.

I'll use Surrey. Do you know Surrey in British Columbia as example where you have now schools that are termed "value free" schools. On the other hand, you have one school which I guess some people would regard as an avant garde very progressive school. Or we could jump to Victoria where you have schools that are very much geared to the three R's -- reading, writing and arithmetic. Then you have an alternate type of system, both funded by the public; but an alternate there which is more what you would call a progressive, liberal -- whatever adjective you wish to

apply.

For the life of me, I do not understand why the administration in this part of Canada is not apparently even aware of these trends -- these developments -- elsewhere. I simply don't know.

Q One last subject I just wanted to stress with you if I could while you are here Mr. Robinson is the subject of teacher training within the north. If you got into a system such as that which you are advocating as community control over schools. I take with that that includes curriculum. Would it not then lead to a need for community training programs for teachers? Would it still be possible to send all teachers to one central place, say in Fort Smith to train them? Or would you need to train the teachers within the communities as well?

A Well again, there are examples we can draw upon. I'd like to use Simon Fraser University as an example because I -- not because I work there by the way. That has nothing to do with it. I think objectively the best teacher education program in Canada as of this day is at Simon Fraser. Why? Because they offer a program that is partly based on the campus but it is also far flung. For instance, beginning teachers may do their practise teaching in Exeter in England. They may do their practise teaching in the Northwest Territories or in the Yukon. For me, I say, well if it's possible to do that at Simon Fraser, to combine the centralized facility with community resources, then by golly, we can do it here. It's a

matter of drawing upon these examples and adapting them for the north.

Q So that doesn't frighten you off, the complications that might develop with teacher training?

A Gosh no. I know it's not within the province or the area that this Inquiry is interested in. But I want to say one thing about teacher preparation in this country. Most teacher preparation in Canada is in the control of either American professors or Canadians who were educated in the United States. I will swear on a stack of Bibles that in Canada today we don't even have teacher education programs that are geared for even the more obvious realities of Canadian society like for example the fact that one-third of all Canadians speak French as a mother tongue.

I can only say that we have nowhere to go but up in terms of preparing teachers for Canadian society and I come back to the point I hope I made earlier on. That if there is one place in Canada where we could set the educational establishment in this country on its ear, it's right here in the north because things aren't yet so set in their ways that they cannot be changed.

Q Would you agree with me that when I suggested that the teacher training would have to be focused at the community level that it shouldn't be concentrated and run by the Territorial Department exclusively?

A I think it should be a

joint venture.

Q So you would see the Territorial Department of Education still having a role in teacher training?

A Yes, I do. But I equally see that Fort Norman people would have an input into the type of teachers that they would like -- the skills that you need in order to teach in Slavey for example.

Q I just presume we've been talking program and training curricula, you would also agree that the communities should have an input into the school facilities in the community?

A Yes I do. I am sorry if I belabor the point but I could tell some real horror stories about the type of architectural foolishness that is characteristic of the planning of schools in this part of Canada. I use that adjective "horror" deliberately because until you go through it and realize the type of mismanagement that is literally spending a lot of money, then you would probably write me off as an idiot. But yes -- if your are going to build a new school in Spence Bay, I mean, you've got to have consultation with Spence Bay people in order to determine what type of school would best suit the needs of their particular community. That school in Spence Bay, as an example might combine library facilities. It might combine facilities that are now with Northern Health Service and so on. It could become a real community operation.

But until we ask people to advise us, I think we are making a great mistake in imposing some southern model on their town.

Q You're saying the mistakes that have been made in planning or building facilities have been at least in part due to not consulting with the communities before the facilities were built.

A No question about it.

Q So then to summarize, you're calling for community involvement and control in all levels of education within the Territories.

A Exactly.

Q And I take it that's the point of view of both of the witnesses on this panel?

WITNESS BUTTON: Yes, I agree with that.

MR. SIGLER: Those are all the questions I have, sir.

MR. SCOTT: Mr. McLachlan?

THE COMMISSIONER: Excuse me, Mr. McLachlan, the Indian Brotherhood presented a panel on education in July. It consisted of Mr. Bernard Gillie, who is the retired Director of Education in the Northwest Territories; Miss Yazzie from the Rough Rock School in Arizona; and Mr. Kakfwi of the Indian Brotherhood, and Mr. Overvold of the Metis Association. Did either of you or both of you have a chance to read their evidence?

A No sir, I did not.

Q Well, I guess you didn't either, Mr. Robinson?

WITNESS ROBINSON: No.

Q What you might do is

read it over. Mr. Bayly can make it available to you, and then Mr. Robinson, you might send us a letter -- I don't think anyone will object to that procedure, since presumably you're going back to Halifax or some place -- just send us a letter with any comments you have on that evidence given by Mr. Gillie and the other members of the panel; and you might do the same, Mr. Button. If it turns out that anything is said in your letters that results in a request by counsel to cross-examine, we'll consider that and the Commission will bring you back, should that be necessary, which I think is doubtful.

But you will see that they have a chance to read that evidence.

MR. BAYLY: I will supply both of them with copies of that evidence.

THE COMMISSIONER: This is a pipeline inquiry. Let me just before we adjourn for coffee, make sure that so far as I am concerned there is no misunderstanding about your thesis.

Q You are saying, being the idealist that you confess to being, that today in the Northwest Territories there is an opportunity to develop a system of education that will reflect the culture and traditions and aspirations of the Dene and Inuit. Now, I'd like you to tell me whether you subscribe to this or not, because it was essentially Mr. Gillie's thesis. If a pipeline is built and a development occurs that a pipeline project entails, what will be the impact on the likelihood

of the Dene and the Inuit achieving that goal that you've outlined in your paper today? Will their chance of achieving that goal be retarded, so far as you can tell? Will it be made impossible of achievement, or will it still be possible to achieve it?

A In my view, it will be possible to achieve it. Perhaps I'm unduly pessimistic but I frankly see the Dene and Inuit being swamped and that their concerns are lost in the exploitation of natural resources, building bigger and better and so on, and that's why I feel a tremendous sense of urgency that if nothing is done today in terms of bringing about a fundamental redirection of northern education, I honestly feel that tomorrow (meaning after the pipeline is begun and so on) it's over. That's really all I could say.

THE COMMISSIONER: Do you want to carry on, or do you want to stop for coffee?

MR. SCOTT: Is coffee ready? We're told that the coffee is ready. All stands before that.

THE COMMISSIONER: We'll adjourn for a few minutes.

(PROCEEDINGS ADJOURNED FOR A FEW MINUTES)

(PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

THE COMMISSIONER: Shall we begin again?

MR. SCOTT: Yes. Mr. MacLachlan do you have any questions?

MR. MacLACHLAN: I have no questions sir.

MR. SCOTT: I would now call Mr. Steeves, but he doesn't seem to be -- Mr. Bayly would you see if he could be --

THE COMMISSIONER: Ask a bailiff to get him. Well, Mr. Scott --

CROSS-EXAMINATION BY MR. SCOTT:

Q Mr. Robinson, in your examination you indicate that you had prepared what you called an information item for the members of the Territorial Council, can you make that available in the same bundle of material that you have indicated Mr. Bayly will be made available to us?

WITNESS ROBINSON: Yes, I'll be glad to.

Q Now, you also said in your evidence, with respect to the new ordinance that is in the course of preparation, that you had 17 exceptions to it. Do I have that correctly?

A Yes, you do.

Q And that is also in written form.

A Yes it is.

Q Can that be made available in the same way?

A Yes, it certainly can. I would like to make just one comment though.

Q Yes.

A That since those 17 exceptions were made in the fall of 1974, the ordinance has undergone at least two rewritings.

Q Well, you're familiar with the rewrites of the proposed ordinance.

A Yes, I am.

Q If you want to add to your bill of exceptions in view of the rewrites, you feel perfectly free to do so.

A Thank you.

Q Understood?

THE COMMISSIONER: Those exceptions that no longer pertain.

A Right.

MR. SCOTT: Well now, just some points of general principal. I understand the thrust of your observations to be that --

THE COMMISSIONER: Excuse me, Mr. Scott. In case you might not be very long, Gary, would you go out and tell Mr. Steeves that we might -- sorry.

MR. SCOTT: Well, I'll carry on and Mr. Steeves can ask any questions he has later.

I understood the thrust of

your observation to be the general proposition that communities should control education and by education is meant curriculum, resources, facilities, time table and so forth. I have that right?

A Yes sir.

Q Yes, and that institutions or agencies outside the community should be available in a consultative capacity to give what assistance is requested.

A Yes sir.

Q Yes, and that would be the role of -- among others, any Department of Education in the Territorial government, the churches and so forth.

A Yes.

Q Yes. So that you adopt, if I understand it, the statement of the National Indian Brotherhood, that is contained on page 22 of your paper which says, after commenting on the past practice whereby communities advise, the school programme must give way to an education authority with the control of funds and consequent authority which are necessary for an effective decision making body.

A Yes.

Q Yes, and I take it for example, that if we took the community of Fort Good Hope for example.

A Fort Good Hope?

Q Yes. A community which

is population of what? Four or five hundred people? I take it that there, if there was a primary school and later perhaps a high school that under your plan, resources would be made available from outside the community to finance the school system but that all decision making, with respect to curriculum, time table so on, would be made by the community, either through a board or some other mechanism that they thought desirable.

A Yes and they would be free to call on consultants from the department.

Q Free to call on them but not obliged to call on them.

A Not obliged.

Q No, and I take it that the same process would occur in other communities, both native and white in the Territory?

A Yes.

Q Yes. Well now, what do you say about the existence of minimum standards or are there any such things in your conception of education?

A I'll try and phrase this politely. One of the --

Q You don't need that for my benefit. You can speak as directly as you want.

A I think one of the silliest clauses --

Q That's a little direct, Mr. Robinson, I'm sorry, I was being facetious.

A One of the most questionable clauses that I have ever seen in school legislation in Canada has been written into the ordinance of the Territories, if it's passed, which has to do with the maintenance of standards and originally, when that was written, the implication was very clear, it meant the maintenance of southern standards of education. To my knowledge, and I do not pretend to be very well read, but I have read some things in education, you could no more get two educators to agree on what those mythical standards are than you could fly up that wall. But, in the wisdom of the Territorial government, they are preoccupied, it seems to me, with the fact that in the south, down there someplace, there is a standard of education that we in the north must live up to.

Q Well, I think I'm with you on the general proposition about imposition of standards from outside. I just want to see how far it goes and you would begin I think, by recognizing that any community controlled agency, whether it's controlled by whites or natives or anybody is going to make some good decisions and some bad decisions.

A Of course.

Q All right, and it's going to make some decisions that may be acceptable to it and may be unacceptable outside its orbit.

A It's possible.

Q All right. Well now, let's take a concrete example, and this may be either a

good decision or a bad decision, depending on how you perceive it.

Let us assume that the community controlled primary and high school in Good Hope decided that no English would be taught, whatever. Now, that might be a good decision or a bad decision, depending on how you stand. What I'm concerned about is, is there going to be any agency outside the community, in the broader community that will be able to control that and say, no, you can't make that decision, that offends a fundamental principal.

A Gee whiz. It's hard for me to comment on something, because it just is sort of unreal for me, I guess. A direct answer to your question, if the people of Fort Good Hope made a decision along those lines, I say they are as entitled to make that sort of a decision as the Hutterite community outside of Pincher Creek, Alberta is entitled to decide that formal education ceases at the end of grade eight.

Q Yes, and as the Dukhabor community is entitled to decide that Canadian history won't be taught in their schools. I'm not quarelling with it, I'm simply trying to understand how far this question of community control goes in your judgement, and do I have your answer that if the community makes that decision, so be it, everybody will learn to live with it?

A Yes, that's what I'd like to see.

Q All right.

Well now, let me take a different kind of community than Fort Good Hope, where the problems and there will be problems, are simpler by virtue of the fact that the community is reasonably homogeneous, that is most of the population come from the same racial and cultural background. Let's take the community of Fort Simpson, where the population is, let us say, I think I have it approximately right, 30 percent native, 30 percent Metis and 30 percent white origin, and let us put in that community one primary school and one secondary school.

Now, it seems to me that community control in that community is going to lead to a dominance of one group over the other. We have a dominance now about which you've complained and I understand your objection to it, but isn't your plan going to lead in a community of that type to a dominance of the other group?

THE COMMISSIONER: Dominance of native people and their conception of education over white people and their conception of what their children should be taught. Many of them feeling they should be taught taught those things that will equip them to establish careers for themselves in southern Canada when they return. That's clearly at the root of your complaint. You're saying that the educational system has equipped children here and has sought to equip native children to function in southern Alberta and

not to function, not to live in the north and Mr. Scott's really just putting the other side of the coin to you and what do you say about that?

A I certainly would recognize it as a possibility yes. But I do feel that there is enough evidence from educational jurisdictions nationally and internationally so that if you were trying to organize a system that way that you obviously or should be aware of those eventualities. You would take those into consideration in your planning.

Q Well Mr. Robinson let me put this proposition to you. Supposing the school in Fort Simpson that we are talking about which was community controlled which means for better or for worse, majority controlled, stipulated that no English would be taught in the schools. Now we don't have to look too far for an example of that. We can look at St. Leonard in the province of Quebec, but let's not. Let's just deal with Fort Simpson. What would your view be there. Is there going to be some central agency that is going to step in and alter that situation or are we again going to have to face up to the realities of community control?

A Well, I would think and given that sort of extreme possibility that that sort of thing should come up but this type of fundamental change in the education system is not going to be done in a vacuum of people merely deciding that look, "we're going to change it all overnight in Fort Simpson". I think on the basis of my own personal experience wherever I have been, I have found people open to the other side of that particular question. That there is an English minority or an English speaking minority and what are their rights.

Q Well I would like you at the moment -- I am hopeful too that these problems on an ad hoc basis will be resolved but before any agency considers community control as a model, obviously one wants to consider the implications of it. Surely the way you consider the implications is dealing with the cases at the extremes. I say to you what would be the position if a community, acting as it thought wisely made that kind of decision against a substantial minority interest in the community?

Would you set up a second school?

A Certainly that would be -- that's a possibility from other areas.

Q I put it to you Mr. Robinson that if that happens -- if you came to that confrontation over a fundamental matter that either community regard it as fundamental, you would either have to over-ride the interest of the minority native or white, whichever that might be, or create a second school for the minority. The second school would be a school that was separate but equal and taught virtually exclusively the students of a racial or religious group.

A It's certainly possible.

Q Is that a healthy thing?

A For me, I don't like it. But that's only a personal impression -- a personal opinion on that. I don't like the idea of splitting society because I think we can learn one from the other. But I would certainly grant you that it's a possibility,

1 outside possibility.

2 THE COMMISSIONER: May I

3 interrupt you both? You both now have agreed that you

4 don't like that. You know, when this country came into

5 being, the Fathers of Confederation elected for a

6 system that recognizes the very situation that you've

7 been discussing. In the Constitution of Canada, agreed

8 upon by the Fathers in 1867, there are guarantees for

9 the minority of Canadians who live in the Province of

10 Quebec and for the English speaking minority within

11 that province relating to the educational system and

12 they have separate systems based -- I don't think race

13 is the appropriate word -- on language.

14 That is something that lies at

15 the foundation of Canada. That is what distinguishes

16 us perhaps more than anything else from the melting

17 pot tradition of the United States.

18 Let me just ask you this.

19 Those guarantees are written in the Constitution. They

20 are not dependent, well, people will work this out on an

21 ad hoc basis because we're all nice people and we don't

22 feel threatened by each other. In 1867, those people

23 who spoke different languages did feel threatened by

24 each other and their representatives at Charlottetown

25 and at London developed a system that guaranteed their

26 right to their own language and to education in their

27 own language and rights relating to the use of their

28 own languages in political institutions of the province

29 and the country as well though those aren't something

30 we're concerned with here.

Let us suppose that the Government of Canada agreed to what you are proposing. Doesn't the kind of provision that we have seen in the Constitution of Canada have some analogy? Isn't it something that is derived from our own experience that may be of use to us in the north in sorting out these problems, assuming that if we ever get to that stage,

A Right. I have this question marked in my mind. I cannot think of a judicial precedent in Canadian education where the rights of a minority language group -- vis-a-vis English or French have been upheld whereas I can think of examples drawn from the American experience but I don't know if we have any judicial precedent.

Q Oh, you are talking about language groups other than ENglish or French.

A Yes.

Q -- being upheld in the face of an English or French majority?

A Yes.

Q I follow you.

A Yes.

MR. SCOTT: Well Mr. Robinson just while you are considering it, isn't there a factor in the judge's example which is to look at Quebec where there are English separate schools board predominantely Protestant and French, predominantely Catholic and say they've done it. Why can't it be done anywhere else? Isn't the difference that in that province and in ONtario there is a Department of Education which supervises

-- and when I say supervise, I mean imposes standards -- certain courses must be taught on the entire school system, English or French.

A Yes, although that is changing.

Q Well it may be changing but that pattern of Canadian life in those two provinces while separate at the bottom has been integrated at the top.

A Things are changing in terms of the authority of provincial departments of education vis-a-vis local communities.

Q What really troubles me though is that if you introduce community control of the type you've described, in Good Hope for example, there may be limited problems. There will simply be the primary problem of the community outside Good Hope looking at Good Hope and saying they're doing either the right or the wrong thing. But leave that aside.

If you introduce it in let us say Yellowknife, there may be limited problems because most of the population of Yellowknife is white. But if you introduce it in places like Hay River and Fort Simpson and other communities that may develop or grow out of existing communities where the populations are reasonably equally divided, it seems to me that you will have dominance of the minority -- of the majority over the minority or you will lead very quickly to a dual system and a racial dual system. Which of those options do you prefer?

A The two options you've given me are a racial -- a system divided on racial lines.

Q Yes.

A What was the other option?

Q An option in which the views of a substantial minority are subservient on critical matters to the views of the majority. The people at Fort Simpson decide in my extreme example that in our community school, we being the majority, English will not be taught.

A Right.

Q Which of those options or is there a third option that in principle you prefer?

A Pardon me. I really dislike getting into this damned if you do and damned if you don't sort of situation because either we start talking today with the majority and the minority as you put it and try and bring the people together on basic issues as you put it. Or as far as I am concerned, forget it. You are asking for society to become polarized which is just the thing that I am working against.

Q What you are telling me as I understand it is that men of goodwill will resolve these problems.

A Yes, I think it's bloody well worth a try.

Q All right, but your experience has indicated graphically that men of goodwill cannot always resolve these problems. We're too fundamentally based in our cultural attitudes. Persons who took views different from yours in the Education Department, were not venal, mean, deceitful men, they were men of goodwill with fundamentally different cultural perceptions that you had developed.

A Right.

Q Yes, and men of goodwill were unable to come to a meeting of minds on this kind of fundamental question. Well then, surely we don't rely on that hope forever, but we begin to probe the consequences of going one way or another, or a third way, and I'm simply asking you if we go your way, where does it lead us, if men of goodwill are unable to conciliate effectively? I put it to you that it leads to separate but equal facilities, or it leads to a situation in which majority rules in a community, without recourse to any outside agencies.

A Well, in my view where it leads to, if this is the scenario that transpires, it leads to the sort of social breakdown that presently at least I reject, because I'm one of these people that am still willing to try and make the system work, although the pessimistic side of me says that maybe we have as little as one generation left to do this.

Q Well, I understand that, but I ask you if you can't deal with my Fort Simpson example. I know you hope fervently it will never occur, and you're conscious that men of goodwill working together can prevent it from occurring; but if your scenario for education in the Northwest Territories is adopted it might occur, and I'm saying to you, "What do we do then?"

Do we give the substantial minority a separate school, or do we tell them, "Well, you're a minority in the community, you came to the Northwest Territories, you're just going to have to learn to live with it."

Or is there some other?

THE COMMISSIONER: In this extreme example, Mr. Scott is saying, "Do we say to white people who come north, say with the Civil Service for a year or two, or with a bank for a year or two," somebody was here yesterday and said the bank managers stay about a year on average, do we say to them, "Well, you will have to submit to a system of education that you do not regard as reflecting your own tradition and culture in the say way that you claim the Dene and the Inuit have submitted to such a system for a generation."

If it comes to that, is that your position?

A If it came to that, yes, that is my position because if I'm going to go to Fort Simpson with my family, I think that the education

that is offered in Fort Simpson should reflect accurately what it is that people there would like to have in terms of their school system. Just in the same way that we're on living now in the wisdom of the school authorities they have decided to cut out French in my son's school, and so I have an option, or in fact I have two options. I have an option of making an issue, or I have an option of placing my child in another school.

But I freely chose to move there and this is the way the system is.

Q I'm tempted to ask which option you're going to pursue, but I won't.

MR. SCOTT: Q So if you lived on St. Leonard, you would support the view of the Provincial Government there, that the language of instruction must be in French, regardless of the fact that the vast majority of the people of that community wish it be in English.

A If I was in St. Leonard I support the fact that I'm living in the Province of the Quebecoise and it's their language that comes first, yes.

Q Well, how about the community of St. Leonard where the majority want the instruction in English?

A I'm just talking within the existing provincial framework there now, because they don't have the type of community, I don't think, school that I'm talking about.

Q I see.

THE COMMISSIONER: Well, they don't have community control in St. Leonard then, is that it?

MR. SCOTT: Well, they don't; they have Provincial Government control. As I understand the issue, it's the local elected community School Board that wants the instruction made up mostly of people who have come to this country recently from Italy, who want the instruction in English, and the outside Department of Education says, as you would say, "You've come to Quebec, this is the way we do things in Quebec and you'll take it in French."

A Yes. I want to add one comment and I hope this is not offensive. I don't think it's fair to use St. Leonard or the Bill 22 legislation with languages in Quebec as a parallel to northern Canada, because in terms of French and English, we're talking about the two official languages of Canada, and they have a different status.

Q Yes. Well, I don't think we need to use it because I have your example on Fort Simpson and I have your answer on Fort Simpson. Now, I think I owe it to Professor Smith of Carlton to ask you if you read his work that your colleague on the panel and Dr. Hobart referred to.

A I haven't, no.

Q Well, you have, have you, sir?

WITNESS BUTTON: No. That

should be corrected. In the time that I've had to research this, I cannot say that I've read the whole document that, you know, if that's what you have in front of you. What I did use under the direction of Mr. Bayly is cite, you know, the use of that study in this set of hearings.

Q Well then, you made in the third part of your paper, you made a fairly searching criticism of it and I want to ask you first of all if you've read it.

A No, I haven't read the total document because I did not have access to it in the community.

Q Well, let me put this proposition to you, and you will perhaps know this as an observer, as I do, looking at sociologists, that what they do is they erect a thesis and then they attempt to test it by a questioning technique or whatever, to see if the thesis is borne out. If it's borne out, then it becomes a theory; if it's not borne out they adopt a new thesis, and test it in the same way. You're familiar with that general technique, aren't you?

A Yes.

Q Well now, I put it to you for what it's worth, and let me see if you know about this, that the thesis that Professor Smith was testing here -- I'm reading from page 108 of his report -- is the observation mainly from white people, I presume, that the cultural patterns that native

people exhibited in their existing employment arise out of their own culture. They are janitors because they want to be janitors, and they are poor, to quote him, because they want to be. They consistently choose that kind of job because it is most compatible with their cultural values. Professor Smith then went on to conduct his questionnaire, the result of which showed in his view that poor native people didn't choose to remain poor, and didn't choose to remain janitors or in other low-class occupations because they lacked cultural aspiration.

Now if that's his theory, and the thrust of his work, you would have no complaint about that, would you?

A No, O.K.

Q All right. Well now, one other thing he did that was interesting is you're familiar in general terms with the questionnaires that he put to the students in the schools in the delta in which he listed a series of occupations, and asked the students to indicate which they preferred.

A I'm familiar with what I saw as quoted in the transcripts, yes.

Q All right, and his conclusion, right or wrong, is that their aspirations were not altered by their cultural backgrounds, that what they perceived to be high-class occupations were preferred equally by native and white, regardless of the fact that one was poor and the other wasn't.

A I'm sorry, what's your

point?

Q All right, you understand generally the kind of questionnaire that Professor Smith put to each of the students in the sample groups.

A Yes.

Q Yes, and you understand generally the result, which was that white students and native students tended to select the same kinds of occupations as their aspiration.

A Yes.

Q Yes. Are you aware that Professor Smith put exactly the same questionnaire to the teachers of those students?

A Yes.

Q Yes, and are you aware that he asked those teachers to select the preference that they thought their students would select?

A Yes.

Q You're familiar with that?

A Yes.

Q And you're aware that his study revealed that the teachers selected substantially a different kind of occupation aspiration for their students than the students themselves selected.

A Yes.

Q And that the teachers in these schools said they were sure their students would prefer occupations that were land-related and traditionally related to their cultural background.

A All right.

Q So that the teachers perceiving their students selected something entirely different for them than the students speaking for themselves did.

A That's right.

Q Have you any observation to make about that from your own point of view?

A Are you asking why did that happen?

Q No. I'm asking if it doesn't lead us to have reservations about the ability of a teacher and I don't make any criticism of it to truly read the perception of his student?

A I would agree with that statement.

MR. SCOTT: Those are all the questions I have. I want to thank both members of the panel very much.

THE COMMISSIONER: Mr. Robinson, just to take one last whack at this thing that Mr. Scott and you and I were picking around, separate schools are a fact of life in Canada. Are they not?

WITNESS ROBINSON: Yes.

Q We have schools in Canada which are paid for by Catholic parents because they think it's important to their children and in every province in Canada I think except British Columbia, whose schools are paid for by the taxpayers -- all the taxpayers in the same way that they pay for the public

schools. Am I right?

A The one possible exception would be British Columbia.

Q Right. I thought I had said that.

A Oh yes, I am sorry.

Q O.K. Now, are you unhappy with that? You would prefer that they all went to the same school system? Did I misunderstand you?

A No, I am not unhappy with that. My only unhappinness is to try and visualize a society that is totally fragmented. I reject that on various grounds.

Q Well in Canada so far as we have come, there are groups of parents who in order to see that their children receive religious instruction have gone to the pains of establishing a separate school system. There are parents in Canada who on the grounds of wishing to see their children given instruction in their own language have established a separate school system. There are parents throughout Canada in every big city today who have gone to the pains of establishing a separate school for their children because they want a more wide ranging curriculum or they want a less structured kind of teaching experience for their children.

Now, all of that has occurred in Canada and nobody has said that this is something that is fragmenting the country. Maybe they said it but I live a kind of cloistered life and I haven't heard

it said lately. But if people for reasons that combine perhaps all of those things -- certainly some of them -- language -- preservation of the language, wishing their children to be instructed in the language that is spoken in the home, wishing that their identity as a distinct people should be preserved which entails a great many more considerations than merely the preservation of language. If upon those grounds, a separate school system were established -- this is all hypothetical and taking the extreme case Mr. Scott put to you and he understands and I understand that you feel that it wouldn't come to that in the Northwest Territories.

But I don't understand why you are -- why people who would wish their own separate system on those grounds that seem to me as profound as any that have actuated parents so far in Canada to establish separate school systems for their children why that is in some way inconsistent with the Canadian tradition. Do you see what I am driving at?

A Yes, I think so. I am probably thinking along totally wrong lines. If in this country we should ever get to the state in our education system where we stop learning from other people because we have a multitude of isolated schools I for one think that any individual is a loser under that system. That's only -- that's my concern.

Q Yes. I am sure that everyone in this room agrees with you except that you've come to the peculiarly Canadian task of striking some kind of balance because we have rejected the melting pot

theory of the United States and we've sought to preserve a multitude of cultures and languages within the Canadian system.

You see, in some places of the world -- the Soviet Union I suppose -- every child perhaps within the country goes to the same school and learns the same things from the same curriculum. This may not be an appropriate example but I suppose there are countries where that occurs. If there are, that surely is a system which can become sterile and you can lose the advantage of the cultivation of several cultures within your nationstate. We've got you here and I am kind of using you as a captive audience to bounce these things off but do you have any comment on that?

A Yes, I would like to comment on it and recognize please that I have not travelled to either the Soviet Union or the People's Republic of China or Malaysia. I have read and met people from all those places.

The thing that I am impressed by in all of these countries and I will start with the Soviet Union is that in the second five year plan introduced by Lenin in 1922 I think, one of the fundamental guarantees in the Soviet Constitution was the guarantee of the approximately 92 different languages that are spoken in the Soviet Union with Russian taught as the universal language.

In China, and my figures may be a bit out of whack, but I am under the impression that are approximately 60 million what we would call

minority cultures in the People's Republic and this summer in the class I was teaching, I had people from China in the class, both from Hong Kong, Taiwan and also the People's Republic. I can't help but be impressed by what western civilization could learn from countries. This has nothing to do with partisan communism, Leninism, Mauism but it has a heck of a lot to do with the type of societies that have evolved.

Thirdly, I would like to mention Malaysia because my roommate this summer for a period of time was from Malaysia and we got talking about languages. James -- one of his opening questions to me was he said "I assume you are bilingual?" I said, "no, as a matter of fact, I am not". You know, I said I read French. I can maybe utter a few words but I am certainly by no stretch of the imagination bilingual. I said, "What about you". Just as casually as you would say "my, it's a nice day in Yellowknife," he said "Well actually we learn five languages"

From the outset of James' school experience in Malaysia, it was taken for granted that he would learn three major languages in the first three years of schooling and then subsequently two other languages. I look at our own society and I say, "My gosh." We haven't even reached the stage in Canada where we can say that a student is entitled to speaking Inuktitut and acquiring English and French as second and third languages. I think there's much to be learned from this international -- particularly from the Asiatic countries.

Q Well in a sense though it is not laid down by the school system, many young Dene and Inuit are in fact bilingual, an achievement that for most Canadians has so far been one that they have not achieved. Whether that's a question of motivation or preference or whatever.

Well, all right. I am sorry for taking up so much time.

MR. SCOTT: If I can just pursue one matter that I just want to be sure that I have clear. I think I agree for what it's worth and probably everybody else does with the sort of general propositions and statements you advance. But the thing that troubles me is that when you opt for community control it seems to me fundamentally you are throwing out state control. State control has been a characteristic of western education since at least the French Revolution. You can call it curriculum control or standards control or whatever you want. It was a difficult battle for the state to assert its authority -- its right to control parents wishes for the education of their children to a ssure certain minumum standards.

I suggest to you that when you opt for community control, particularly when you are dealing with communities that are very, very small you discard a valuable protective interest that the state has whether the state be Dene controlled or white controlled in the education of children.

You know, if in the Province of ONtario, we opted for community control of schools,

I would very much fear that there would be some communities where educational opportunity was much less adequate than in others simple because of the particular aspirations of the parents who live in that community. It's the state that intervenes to assure a standard. Now, isn't the risk of community control in its totality as you have described it wherethe Department of Education of the becomes merely a consultative agency? Isn't the risk there that you may in the long run do more damage to the educational process than good?

A I certainly don't think so and I honestly -- I can't really give you a good answer without lapsing into almost philosophy. I did mention in my testimony that there were two major studies done on American education, one by James Coleman and one by Christopher Jencks, which validated Coleman's study, but I'd like to just mention very fast, the significance of Coleman's study.

When Kennedy was president of the United States, he appointed a commission to examine the quality of education because president Kennedy assumed that this study would demonstrate that if you put more money, you lowered the pupil - teacher ratio, you built better facilities, you did all of this sort of motherhood things that we associate with improving education. That if you did all of these things, that the quality of education would improve, meaning the standards of education would go up and to Kennedy's amazement, and to the dismay of the education body in the United States, Coleman and his associates found that regardless of all of the things you pour into the school system, what the child becomes as an adult is much more dependent upon the socio-economic environment and in Coleman's words, "good old fashioned luck", than anything the school has to offer.

In other words, it was quite a condemnation of schools as you and I know them.

Now, my argument is that when you know that schools are failing our society generally,

then it makes sense to me to draw upon such evidence and think in terms of building a different type of system, hence a system that is closely based on what the people themselves want as opposed to what a superstructure of power thinks is good for them.

Q But, Mr. Robinson, wouldn't you recognize that in the United States it's the intervention of the national state, either through the courts or through the federal government that has rescued educational opportunity for black people who in some communities are majorities and in others are minorities and rescued them from community control.

A You're thinking to use an example like bussing.

Q Right.

A The whole forced integration idea.

Q Yes.

A It may --

Q Separate, but equal.

A All right. What has happened is that you have forced, in communities in the United States, the mixing of students, fair enough, but whether or not anything substantial has happened in terms of the educational experience of the black kids or the Puerto Ricans or the Chicanos, I think that's very much a moot point because essentially, even though the children have been mixed or brought together, the superstructure to the system of education has remained

pretty constant. The programmes haven't changed.

Q Are you able to concede the state as having any role to play in assuring -- any dominant role to play, in assuring equal opportunity for students? Equal access.

A Just equal access.

Q Just equal access?

A Well, I'm just asking.

Q Equal access or equal opportunity for students.

A Well, ideally, I would much prefer to see a society where equal opportunity as opposed to just going to similar buildings and so on was worked out jointly between so-called professional educators and the communities themselves.

Q And so that if a community decides to spend its education money on a school gymnasium rather than a school library, the attitude is, well, that's what the community decided, we'll let them run their affairs.

A Well, I think we have an interesting parallel in northern Canada with regard to kindergarten programmes and on this I'm very guilty of making this mistake, that the assumption was made in the Department of Education when I was there, that kindergartens were in the best interest of, say, people in Pelly Bay, Gjoa Haven and so on and I subscribe to that point of view, that building a room, perhaps, for kindergarten was a good thing, until I realized that

from the people themselves, they didn't think kindergartens were good at all because it meant that the young children were taken away from the home that much sooner and all I'm getting at is to show you how easy it is as a so-called education expert to make a very stupid mistake.

If I had of been out in the community, where I should have been and found out that sort of information in advance, we would have avoided it, but I'd like to add one thing to it, that if the decision is made to choose a gymnasium and not a library, before anybody can make choices, and this is where the Department of Education should come in, you've got to provide people with alternatives, with information so that they are in a position to make choices. It's no good going to the people on the street where I live and saying do you want this or that when they don't have the background information on which to make that decision, and I think that's what a Department of Education can do very well, is provide basic background information on many alternatives and allow people then to become involved in the decisions involving their education.

Q Well, not only become involved in them, but to actually make them, against the interest of anybody else.

A When you have that sort of extreme example, that's quite possible.

Q All right, thank you very much.

THE COMMISSIONER: Mr. Robinson,

one of the problems that constantly comes up at the community hearings I've held is the complaint that teachers -- I'm talking about the settlements and the villages, not Yellowknife, although for all I know the same complaint may be made here, but the teachers, like nurses and people of that sort only come for six months, a year, maybe two years. It's exceptional for anyone to remain very long. Is there a sort of an average length of residence of school teachers in these outlying communities in the Northwest Territories and if so, what is it, if you're able to say?

A As a matter of interest, I'm working that out just for my own personal benefit at home and I'm looking at the smaller communities, excluding Yellowknife, Inuvik, Hay River and so on and the best and most accurate statement I can make to you right today is this, that on the average, in the smaller communities, teacher tenure in that community would be no more than two years. It would be between a year and two years.

What I've done sir, on that, is to take over the 1969, 1974 period. I have all the names of all the teachers and all the schools and I'm tracing each individual through those five years to see how long they were here, how many times did they change communities and so on.

MR. SCOTT: Mr. Commissioner, I didn't call on Mr. Steeves because he was busy, perhaps I should call on him now. Have you any questions?

MR. STEEVES: I have no questions.

MR. SCOTT: Mrs. MacQuarrie, I didn't call on you either.

MRS. MacQUARRIE: I don't have any questions either.

MR. SCOTT: That's all sir.

THE COMMISSIONER: Well, thank you very much, and we appreciate you sharing your experience and knowledge with us, Mr. Robinson and Mr. Button, and we've had a wide ranging discussion, but it's been useful and thought provoking, so thank you again both of you and this panel is excused and we'll adjourn until -- because we're having a hearing in Dettah tomorrow evening, do you want to begin early or should we begin at 10:00?

MR. SCOTT: Perhaps if we began at 9:30 that would assure that we'd be finished. Is that satisfactory, Mr. Sigler? Mr. Sigler says if we start at 10:00 that will be plenty of time, so I would propose that we start at 10:00.

THE COMMISSIONER: Okay, we'll adjourn until 10:00.

(PROCEEDINGS ADJOURNED UNTIL 10:00 AUGUST 25, 1976)

MACKENZIE VALLEY PIPELINE INQUIRY

IN THE MATTER OF APPLICATIONS BY EACH OF
(a) CANADIAN ARCTIC GAS PIPELINE LIMITED FOR A RIGHT-OF-WAY THAT MIGHT BE GRANTED ACROSS CROWN LANDS WITHIN THE YUKON TERRITORY AND THE NORTHWEST TERRITORIES, and
(b) FOOTHILLS PIPE LINES LTD. FOR A RIGHT-OF-WAY THAT MIGHT BE GRANTED ACROSS CROWN LANDS WITHIN THE NORTHWEST TERRITORIES
FOR THE PURPOSE OF A PROPOSED MACKENZIE VALLEY PIPELINE

and

IN THE MATTER OF THE SOCIAL, ENVIRONMENTAL AND ECONOMIC IMPACT REGIONALLY OF THE CONSTRUCTION, OPERATION AND SUBSEQUENT ABANDONMENT OF THE ABOVE PROPOSED PIPELINE

(Before the Honourable Mr. Justice Berger, Commissioner)

Yellowknife, N.W.T.

August 25, 1976.

PROCEEDINGS AT INQUIRY

Volume 177

ALLWEST REPORTING LTD.,
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BURNABY 2, B.C.

APPEARANCES:

Mr. Ian G. Scott, Q.C.,
Mr. Stephen T. Goudge,
Mr. Alick Ryder, and
Mr. Ian Roland, for Mackenzie Valley Pipeline Inquiry;

Mr. Pierre Genest, Q.C.,
Mr. Jack Marshall,
Mr. Darryl Carter, and
Mr. J.T. Steeves, for Canadian Arctic Gas Pipeline Limited;

Mr. Reginald Gibbs, Q.C.,
Mr. Alan Hollingworth, and
Mr. John W. Lutes, for Foothills Pipe Lines Ltd.;

Mr. Russell Anthony,
Prof. Alastair Lucas and
Mr. Garth Evans, for Canadian Arctic Resources Committee;

Mr. Glen W. Bell and
Mr. Gerry Sutton, for Northwest Territories Indian Brotherhood, and Metis Association of the Northwest Territories;

Mr. John Bayly and
Miss Lesley Lane, for Inuit Tapirisat of Canada, and The Committee for Original Peoples Entitlement;

Mr. Ron Veale and
Mr. Allen Lueck, for The Council for the Yukon Indians;

Mr. Carson Templeton, for Environment Protection Board;

Mr. David H. Searle, Q.C.
for Northwest Territories Chamber of Commerce;

Mr. Murray Sigler and
Mr. David Reesor, for The Association of Municipalities;

Mr. John Ballem, Q.C., for Producer Companies (Imperial, Shell & Gulf);

Mrs. Joanne MacQuarrie, for Mental Health Association of the Northwest Territories.

I N D E X

	Page
WITNESSES FOR N.W.T. ASSOCIATION OF MUNICIPALITIES:	
Donald G. WOOD	
- In Chief	27484
- Cross-Examination by Mr. Hollingworth	27493
- Cross-Examination by Mr. Bayly	27496
- Cross-Examination by Mr. Steeves	27499
- Cross-Examination by Mr. Scott	27502
Robert GALLOWAY	
Paul H. SCHAUERTE	
Brian PURDY	
- In Chief	27509
- Cross-Examination by Mr. Bayly	27541
- Cross-Examination by Mrs. MacQuarrie	27544
- Cross-Examination by Mr. Steeves	27550
- Cross-Examination by Mr. Scott	27554

I N D E X

		Page
EXHIBITS:		
714	Qualications & Evidence of D.G. Wood	27507
715	N.W.T. Power Steering Committee re N.C.P.C. Electric Rate Increase Proposal April 1976	27507
716	N.W.T. Public Utilities Board Report on Rates Proposed by N.C.P.C. for N.W.T.	27507
717	N.W.T. Power Steering Committee submission to Standing Committee on Indian & Northern Affairs, May 1976	27507
718	Minutes of Proceedings & Evidence of Standing Committee, May 11, 1976	27508
719	N.W.T. Power Steering Committee Submission to Council of N.W.T. re proposed rate adjustments, May 1976	27508
720	Letter from Minister of Indian & Northern Affairs to Power Steering Committee	27508
721	Qualifications & Evidence of G. Galloway	27573
722	Qualifications & Evidence of P. Schauerte	27573
723	Qualifications & Evidence of B. Purdy	27573
724	Letter from N.W.T. Association of Municipalities to N.W.T. Commissioner	27573

Yellowknife, N.W.T.

August 25, 1976.

(PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

MR. SIGLER: Sir, the Association will be calling four witnesses today, starting with Mr. Wood from Yellowknife, who will be giving evidence relating to the need for a northern energy policy involving local people.

I should mention that filed as exhibits are Mr. Wood's prepared evidence and qualifications, together with several documents relating to the Power Steering Committee's activities and submissions. I file first of all the Power Steering Committee's submissions to the Northwest Territories Public Utilities Board; secondly the Public Utilities Board's report to the Minister on proposed N.C.P.C. rate increases; thirdly, the Public Utilities Board's -- rather, the Power Steering Committee's submission to the Standing Committee on Indian & Northern Affairs, together with the Minutes of the proceedings of the Standing Committee from May 11, 1976, where they discussed the submissions.

Also I file a copy of the Power Steering Committee's submission to Territorial Council and a letter from Mr. Buchanan, Minister of Indian Affairs, to the Power Steering Committee from last May which the letter is undated, however.

I thought by filing these things as exhibits for the Commission it might save Mr. Wood having to go through the details of them in

his direct evidence.

THE COMMISSIONER: Fine.

DONALD G. WOOD, sworn:

DIRECT EXAMINATION BY MR. SIGLER:

Q Mr. Wood has been sworn. Mr. Wood, I'd ask you to tell the Commission your background and experience referring to your resume that's been circulated.

A Mr. Commissioner, starting at the two-third point in my life, I studied economic geography at the University of Ottawa, from 1966 to '69. Upon leaving school I was Executive Director of Pestolozzi College, which was a large student housing co-operative.

Upon coming to the Northwest Territories, I was president of Dowood Ltd., which conducted research into housing and municipal affairs in the Northwest Territories, from 1970 to '73.

I was an alderman of the City of Yellowknife during 1973 and 1974.

I was president of the N.W.T. New Democratic Party during 1974, and at that time was campaign manager for the present Member of Parliament as well.

I have been president of Mackenzie Group Ltd., which provides consulting services to both the government and the native organizations in the fields of housing, personnel and organizational policy, fund raising and economic

development, from 1974 to the present day.

I have been a director of the Yellowknife Chamber of Commerce from 1974 to present day.

I am a contributing editor to the "Northern News Report", to this day.

I have been co-chairman of the N.W.T. Power Steering Committee and its activities during 1976.

I am presently director of the Research Institute of Northern Canada which conducts socio-economic research in both the Yukon and the Northwest Territories, and in that capacity I'm the editor of the "Canada North Almanac" and publisher of the "Northern Canada Business Directory", which will be released in approximately three weeks.

Q Thank you, Mr. Wood. I'd ask you to turn to your prepared evidence.

A Mr. Commissioner, in previous testimony the Commission has received evidence regarding the economic viability of the provision of natural gas to a number of communities within the Mackenzie Basin. The conclusion of this evidence suggested the need for a northern energy policy and adequate planning and investigation concerning the use of natural gas and the methods of management and control of local distribution systems. The following evidence will examine these issues from the point of view of the citizens of the municipalities of the Mackenzie Basin.

The average citizen of a northern municipality is capable of understanding the economic and political realities of northern energy supply were the true facts and considerations placed before him. The difficulties in comprehension being presently experienced in understanding the problems of electrical energy generation and supply is a result of honest, frustrating ignorance. Northerners are presented daily by the southern press with examples of a national energy policy. It appears that excess revenues from the sale of western gass and oil are being applied to similar costs in Eastern Canada in an attempt to equalize the consumer costs of petroleum products. This policy does not apply north of 60. Northerners are constantly being subjected to the propagandization of the policy that the resources of the north are for the benefit of all Canadians. This message alternates with the admonition that we must pay our own way, and stop expecting assistance or handouts.

A crisis of economics and confidence has recently boiled to the surface regarding the provision of electrical power to consumers in the Yukon and Northwest Territories. Spurred by the spectre of ever increasing energy costs, consumers have organized themselves to protest against this relentless attempt to make living in the north more difficult if not impossible. While consumers have had access to the more mundane details of electrical generation and distribution, they have had absolutely no success in attempts to rationalize methods of operation and financing of the Northern Canada Power Commission.

The present government corporation refers all questions with political content to the federal Minister responsible. The federal Minister responsible refers all questions with technical or financial content to the Board of N.C.P.C. Unfortunately, it is impossible to phrase a question exclusively political or technical.

The subject of the northern energy policy is met with absolute silence.

The possibility of natural gas availability suggests a certain number of programmes requiring advance investigation and planning. This gas could allow for the creation in however humble a form, of secondary industry. This secondary industry is vitally important to these communities to provide employment opportunities for youth graduating from school and to level off the boom-bust cycle which results

from seasonal employment. Without some form of legitimate wage employment of an on-going nature, the community will either die or, as is more often the case in the north, linger between life and death with the ravages of chronic alcoholism. Those responsible for economic development programmes should be determining at this time all possible methods of economically exploiting natural gas availability. They should then take these possibilities and apply them to the physical and human characteristics of each individual community. This would, of course, entail a significant involvement of people at the local level. This planning process would not only have an impact in the future, but might also provide an opportunity for realistic present expectations of on-going pipeline impact.

Another benefit of natural gas availability might be a rationalization of present energy rates to reflect a competive environment. While the advent of natural gas will not necessarily result in a sharp decrease in existing costs of energy, northerners presently have little faith in the fairness of present costs of both electrical and petroleum based energy supplies.

Another alternative, natural gas in this case, will assist in proving the case. It is quite conceivable that natural gas will replace the more expensive energy sources or as in the case of diesel-generated electrical power, reduce the quickly escalating costs. Those responsible for electrical

generation should be investigating not only programmes of conversion to natural gas from diesel generation, but also the implications of less expensive electrical power. While final data may, in the final analysis show a marginal difference between the B.T.U. cost of natural gas and present energy sources, there are two very important psychological factors favouring natural gas availability.

Northerners suffer in many cases from being boxed in, feeling that they have few choices available to them in the goods and services necessary for their daily lives. Simply put, natural gas would give us a choice for a change.

Secondly, there exists a, perhaps, jaundiced view that, just as the Canadian government subsidizes the cost of transmitting western oil to eastern Canada and neglects north of 60 in that programme, a similarly unfair situation may be in the making. The direct impact of partaking of the fruits of the land in natural gas, may be more important than long range royalty payments.

Another important consideration in the policy of the provision of natural gas to communities might be the desirable impact on the local council. While there is certainly some small consolation in the principle of local government, its major value is in the degree of control it allows people to exercise over their immediate environment. This control takes many forms, one of which involves the management of the

physical plant of their community. This includes the very important tasks of either carrying out or contracting out such services as garbage and sewage disposal, water delivery, road maintenance and land development. Natural gas distribution would be another very important responsibility to be assumed by the local council.

Local councils and Territorial government officials should be preparing for the question of local gas distribution.

An analysis on a community by community basis on the best method of handling this distribution. If the community has the potential and the desire to run its own system, certain organizational changes may be necessary early in the development of the pipeline. Should a franchise system be considered, the guidelines must be worked out and tested before the day they are necessary.

Education authorities should also anticipate the requirements for distribution personnel and develop or amend proper training programs. Those responsible for physical planning of the effected communities should now be creating new land development with the potential of accepting future gas line systems.

The question of the operation and regulation of local gas distribution should be made as simple and as local as possible. In order to simplify the operational aspect of the gas supply, it seems practical that the main carrier exercise responsibility for all spur lines to the town gate. At that point the community council could direct distribution to users. Both these areas of responsibility should be subject to the N.W.T. Public Utilities Board to ensure that the general public interest be met. This direct method of getting natural gas from the wellhead to the consumer would avoid the rather dehumanizing impotency felt by present electrical power consumers in the north. As will be made clear by the supporting evidence supplied by the N.W.T. Power Steering Committee, the present system of regulating electrical power generation is useless at its

best and deliberately obstructive at its worst. Citizens of the north have expressed adequate and continuing displeasure at the existing regulatory labyrinth without adding another example.

There may be a question of equalization of gas rates throughout the Mackenzie Basin or within subregions. This levelling or rates could occur through either an injection of senior level funds to cover high cost communities or through the application of a levy upon gas rates in low cost communities. This equalization of user costs need not necessitate a government corporation to put into effect. Such a policy could be efficiently regulated and administered by the N.W.T. Public Utilities Board. Losses in efficiency due to the fractioning of distribution activities could be overcome by the natural efficiency pressures of local control.

To summarize, it is suggested that the provision of natural gas to communities in the Mackenzie Basin is a desired policy. It must be emphasized however that its value would be severely diminished if it were simply applied without being put in its proper perspective or without adequate concern for local sensibilities. It will be impossible for all concerned with the provision and distribution of natural gas to plan properly and make astute investment decisions in the policy vacuum which presently exists. The Federal Government must develop clear policies for the provision of all forms of energy north of 60 before any positive action will take place.

Thank you Mr. Commissioner.

MR. SIGLER: Thank you Mr. Wood

MR. SCOTT: Mrs. MacQuarrie, do you have any questions of Mr. Wood?

Mr. Hollingworth?

CROSS-EXAMINATION BY MR. HOLLINGWORTH:

Q Mr. Wood, I can't quite determine from your paper whether you are advocating and I take it that you are speaking for the Northwest Territories Association of Municipalities. I am not sure whether you are advocating that local gas distribution be in the hands of the Council directly. That is, through a public utility or whether it should be let out to some private concern. Is there any policy of the organization -- your organization on this matter?

A I am not aware it's a policy. My paper states that either of those options would be available either directly handling the distribution on the part of the Council or franchizing it out. My point was that they should have control over which of those options they choose.

Q All right and then on page five of your testimony, in the second complete paragraph, you say in the second sentence -- do you have that?

A Yes, I do.

Q "In order to simply the operational aspect of the gas supply, it seems practical that the main exercise responsibility for all spur lines

to the town gate. At that point, the community council would direct distribution to users. Both these areas of responsibility should be subject to the N.W.T. Public Utilities Board to ensure that the general public interest be met.

Now, do I take it from that that you mean that the N.w.T. Public Utilities Board should regulate the spur lines as well?

A That's the point I was making here, yes.

Q Well, are you familiar with the Foothills Pipe Lines proposal to supply gas to the communities?

A Somewhat, yes.

Q Are you aware that there is a spur line that is of some considerable length that comes off the main line to service the areas around Great Slave Lake?

A Pardon me, I didn't catch the first part.

Q You're familiar that there is a spur line of some considerable length coming off the main line to service the areas around Great Slave Lake?

A Yes, I'm aware of that.

Q And it's your feeling that that entire line should be under the jurisdiction of the N.W.T. Public Utilities Board?

A That was the point I was making, yes.

Q I see, so that you feel that the jurisdiction of the National Energy Board should stop at the point where the spur line commences on the main line.

A Not necessarily. I hadn't explored that point of where the National Energy Board's responsibility should stop.

Q I see.

A I didn't consider it a mutually exclusive situation.

Q In advocating that the Territorial Public Utilities Board be in charge of this, are you doing so in the hope that an adequate supply of gas would be assured that way?

A I think the point of the inclusion of the N.W.T. Public Utilities Board was quite frankly an attempt to keep the control as local as possible, if you wish, as opposed to it being

federally regulated, as is presently the case with electrical power.

Q Are you interested in control over rates primarily?

A That would be, I'm sure, the primary consideration of the Public Utilities Board.

Q Is that your primary concern in making that recommendation?

A Yes.

Q But you'd obviously be prepared to live with the rates that the National Energy Board authorized to the point where the spur came off the main line.

A I think I should make clear that the reference to the N.W.T. Public Utilities Board was more with a thought in mind of say a potential equilization of rates, which may not be applied by the National Energy Board, but may be applied by the N.W.T. Public Utilities Board.

MR. HOLLINGWORTH: O.K., thanks, I just wanted to clarify those points. I have no further questions, sir.

MR. SCOTT: Mr. Bayly, do you have any questions?

MR. BAYLY: I have a few questions.

CROSS-EXAMINATION BY MR. BAYLY:

Q Mr. Wood, could I refer

you to page 2 of your evidence, please? On that page you submit that natural gas availability could allow for the creation of secondary industry, which is vitally important to communities to provide employment opportunities for youth graduating from school, and you go on to comment that without some form of legitimate wage employment of an ongoing nature, a community will either die or linger between life and death, with the ravages of chronic alcoholism.

Now, could you first of all tell me what you mean by "legitimate wage employment "? Does that have a special definition?

A My meaning in my evidence of "legitimate" was my experience in artifidally induced industries carrying with them a feeling of not a very great involvement on the part of the community, and this was more a reference to an industry which may indeed be a viable industry as opposed to one which was artificially induced and say subsidized.

Q Are you suggesting then that if the gas supply is available at the town gate that the community will work out its own small industry priorities?

A I'm suggesting that to my knowledge the availability of gas at the town gate may indeed give them further additional options of employment opportunities.

Q Now, the concern I have with the statement is that I infer from it that those communities without legitimate wage employment at the

present time are subject to the ravages of chronic alcoholism and those with legitimate wage employment are not. Is that a fair statement?

A Not quite as cut and dry, but that's a fair statement of what I have assessed in my experience, yes.

Q Because this Commission has visited communities like Paulatuk, Holman and Sachs Harbour where there may not be that legitimate wage employment, and --

A I'm sorry, I didn't mean to make it exclusively wage employment. I meant should I say legitimate enterprise, if you wish. I recognize, the point I'm trying to make is whether they're busy or not.

Q So it may -

THE COMMISSIONER: Whether they are leading productive lives.

A That's correct, thank you, Mr. Commissioner.

MR. BAYLY: Q And you'd agree that even in some of these places where there may be legitimate wage employment like Yellowknife and Hay River, there may be chronic alcohol problems, notwithstanding.

A Yes, there may not be adequate -- and there may indeed be some problems of that, yes.

Q And this gas supply isn't going to solve that problem; it may help create

the employme nt that solves it for some people.

A I certainly wasn't trying to suggest that natural gas supply would be a panacea, no.

MR. BAYLY: Those are all the questions I have, thank you.

MR. SCOTT: Mr. Steeves?

CROSS-EXAMINATION BY MR. STEEVES:

Q Mr. Wood, I'm not quite sure I understood your answer to Mr. Hollingworth about how you would arrange the regulatory aspects of this supply of gas to northern communities. You say that at the point of take-off from the main line the supply lateral from that point through to the consumers should be under control of the Northwest Territories regulatory agency, is that right?

A Not, in a way yes and no. Whether it's physically under the control of the N.W.T. Public Utilities Board or not, quite frankly, was not a concern of mine. What my concern was, that to make the division perhaps more clear between the National Energy Board and the N.W.T. Public Utilities Board the understanding that I have is that the National Energy Board would be conc erned about the gas supply from a national point of view, and perhaps from a Territorial point of view globally, and that the N.W.T. Public Utilities Board might look at the Territorial aspect of it and put it into a more local context. I wasn't concerned about the line

itself as perhaps as Mr. Hollingworth stated the rates, what the rates end up being at the town gate.

Q Under this scheme, as proposed by the Association of Municipalities, which regulatory agency is going to fix the price that the local utility will pay for its gas when it takes it off the main line?

A The suggestion here is that it be a Territorial agency, the N.W.T. Public Utilities Board and not a federal agency, because, as stated, our experience with federal agencies is not particularly good.

Now, might I say that, just to be sure I understand you, I am not suggesting that the N.W.T. Public Utilities Board would fix the rate of return to the carrier. You did ask me what the consumer cost, the end cost would be, was that your question?

Q No, no, sorry, that's not my question. Who's going to fix the price, the wholesale price that would be paid by the local utility at the point of take-off from the main line?

A Quite frankly, I'm not sure. My concern in stating this was the end cost to the consumer. What the -- what is paid to the carrier is not of concern in my submission.

MR. HOLLINGWORTH: Excuse me Mr. Steeves, sir. I was a little unclear on that last question. Do I understand Mr. Steeves to be asking who is setting the price that the utility pays when the gas comes off the main trunk line or the price the

local utility pays at the town gate?

MR. STEEVES: Do you understand me?

MR. HOLLINGWORTH: No, I don't.

MR. STEEVES: I don't think you do. Are you asking me what I'm asking?

MR. HOLLINGWORTH: Yes.

MR. STEEVES: I'm asking about the price at the point of take-off, at the main line.

A Quite frankly, I didn't express an opinion on that and my concern was really, what happens at the town gate, the point of exchange between the town gate, where it leaves the spur line and becomes part of local concern.

MR. STEEVES: Well, perhaps I misunderstood what you told Mr. Hollingworth. I thought you told Mr. Hollingworth that the regulatory scheme, as you saw it was that the N.E.B. would look after the main line and all spur lines would be under the control of some Northwest Territories regulatory body. Am I -- is that what you said?

A What I meant was that the gas that comes out of those spur lines would be under the control of the N.W.T. Public Utilities Board. What happens with the gas that passes through the spur lines, whether indeed it is equalized in cost, whether indeed it comes out of the town gate at economic cost or whatever.

Q Yes, okay, all right.

Thank you, I understand you.

MR. SCOTT: Well, I'm not sure that I understand after that exchange.

MR. STEEVES: Well, let me explain.

MR. SCOTT: I was promised by my colleagues, Messrs. Goudge and Roland that I would see the team of Hollingworth and Steeves in action this week and I'm glad to say that the time has now come.

CROSS-EXAMINATION BY MR. SCOTT:

Q Mr. Wood, do I understand your observations --

THE COMMISSIONER: They are not up to their form of last week.

MR. SCOTT: No, but they're -- I've a sense of --

MR. STEEVES: Thankfully.

MR. SCOTT: I've a sense, Mr. Commissioner, that they're working toward it with all deliberate speed.

Mr. Wood, do I understand that your paper fundamentally goes no further than this, that you think that gas availability and gas distribution will have certain benefits for municipalities in the Northwest Territories, such as the creation of local industry and so forth. That's point one, isn't it?

A That's point one, yes.

Q And point two is that in

order to take full advantage of those benefits, a policy has to be established early as to how distribution will be conducted and controlled.

A That is part of point two, yes.

Q Yes, and then you go on to say that in your judgement, the -- and in general terms, the best way to assure effective control and distribution is, insofar as possible, at the local level.

A As close to the people as possible, yes.

Q As close to the people as possible.

A And you point out some of the advantages of local, that is municipal control as opposed to Territorial, that is Public Utilities Board control.

A Yes.

Q Yes, and you don't make any choice between them?

A I'm -- I lost you on that last part.

Q No, you point out the advantages of local control and say local control can be achieved either on a municipal basis and/or under the direction of a Public Utilities Board.

A Yes.

Q Yes, and you don't come down firmly in favour of one or the other or any particular division of authority between them?

A I hope to imply that where a particular policy may affect more than one community, that needless to say, it would be a higher level that looked at it and the suggestion is that it be a Territorial body as opposed to a federal body.

Q And in specific terms, your paper doesn't intend to go beyond the general propositions I've listed.

A No, it does not.

Q All right. Now, just one other question. You seem to refer to the advantages of a municipality owning or controlling the distribution mechanism within the municipality by a local public utility.

A Now, is your question whether it would -- are you suggesting a utility owned by the municipality?

Q Owned by the municipality or owned by a private enterprise within the municipality.

A Yes, I am suggesting the advantage of that.

Q Yes. I suggest to you that this practice of a municipally owned or locally owned franchise within a municipality was the pattern in southern Canada for a very many years. You're aware of that, aren't you?

A I'm aware of that, yes.

Q Yes, and are you also aware that in, for example, the province of Ontario, it became apparent that that was not an effective way

to control prices and that the more effective way was to allow outsiders, that is the gas suppliers, to control the utility, under the direction, under the regulatory direction of a public board.

Yes, I'm aware that has been a trend.

Q Have you examined those examples to see whether they point to any lessons for the Northwest Territories?

A No. What I had examined is the present experience in the Northwest Territories where quite frankly the few locations where we are fortunate enough to have municipally controlled in the private enterprise distribution of electrical power while everything certainly isn't totally rosy has been a much better situation than the examples in the north where the producer of the electrical power has actually distributed it as well.

Q I see but you aware and there is no criticism inherent in this but you are aware that in making that observation, you were speaking against I think the prevailing experience at least in southern Canada?

A Yes in the same light that I recognize there are differences between Ontario and the Northwest Territories, yes.

MR. SCOTT: Those are all the questions I have. Thank you Mr. Commissioner.

THE COMMISSIONER: Mr. Wood, is it fair to say that your recommendations are to a considerable extent the result of an unhappy experience with NCPC? It seems to me that what is implied in your paper is that it would be a good idea to keep NCPC out of the distribution of natural gas.

A Yes. I wasn't afraid of implying that specific one. I thought it went a little further though as well but --

Q Mr. Dalby was a member of a panel that the Municipal Association called last week.

You might have been here .

A I was here for that, yes.

Q You will remember that he said that he felt the municipalities should be in a position to consider a range of options so far as the distribution of natural gas from the town gate was concerned whether it be public distribution by a public agency, conceivably the municipality itself or whether they wanted to contract it out to a private company. I take it you subscribe to his view about that?

A Yes, I do. I support it.

THE COMMISSIONER: O.K. Any re-examination?

MR. SIGLER: No, sir.

THE COMMISIONER; Well thank you very much Mr. Wood. We appreciate your sharing your concerns with us.

(WITNESS ASIDE)

I think we might stop for coffee now and then hear your next witnesses.

(QUALIFICATIONS & EVIDENCE OF D.G. WOOD MARKED EXHIBIT 714)

(N.W.T. POWER STEERING COMMITTEE RE N.C.P.C. ELECTRIC RATE INCREASE PROPOSAL, APRIL 1976 MARKED EXHIBIT 715)

(N.W.T. PUBLIC UTILITIES BOARD REPORT ON RATES PROPOSED BY N.C.P.C. FOR N.W.T. MARKED EXHIBIT 716)

(N.W.T. POWER STEERING COMMITTEE SUBMISSION TO STANDING COMMITTEE ON INDIAN & NORTHERN AFFAIRS, MAY 1976 MARKED EXHIBIT 717)

(MINUTES OF PROCEEDINGS OF EVIDENCE OF STANDING COMMITTEE MARKED EXHIBIT 718)

(N.W.T. POWER STEERING COMMITTEE SUBMISSION TO COUNCIL OF THE N.W.T. RE PROPOSED RATE ADJUSTMENTS, MAY 1976 MARKED EXHIBIT 719)

(LETTER FROM MINISTER OF INDIAN & NORTHERN AFFAIRS TO POWER STEERING COMMITTEE MARKED EXHIBIT 720)

(PROCEEDINGS ADJOURNED FOR A FEW MINUTES)

(PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

MR. SCOTT: Are you ready, Mr. Sigler?

MR. SIGLER: Mr. Commissioner, this brings us to our second panel which will deal with the subject of protection services in the municipalities. On the panel is Mr. Bob Galloway, the Fire Chief from Inuvik; Mr. Paul Schauerte, the Chief Constable for the City of Yellowknife; and Brian Purdy. I believe the witnesses have been sworn in and copies of their evidence and resumes have been filed as exhibits.

ROBERT GALLOWAY,

PAUL H. SCHAUERTE,

BRIAN PURDY, sworn:

DIRECT EXAMINATION BY MR. SIGLER:

Q I ask you to start, Mr. Galloway, by outlining your background and experience.

WITNESS GALLOWAY: Mr. Commissioner, I've spent the last 11 years in the Northwest Territories. In 1965 I was a shift engineer for Northern Canada Power Commission in Frobisher Bay, and at that time joined the volunteer Fire Department.

In '69 I was appointed volunteer fire chief in Frobisher Bay.

Then following my transfer to Inuvik I joined the volunteer Fire Department there

in 1970; and in 1973 I was appointed full-time fire chief.

I was elected president of the Northwest Territories Fire Chiefs & Firefighters Association in 1975, and have been the president since. I'm a member of the Canadian Association of Fire Chiefs, and the National Fire Protection Association.

Q Chief Constable Schauerte?

WITNESS SCHAUERTE: Mr. Commissioner, I was born on the 19th of May, 1928 in Pincher Creek, Alberta. I was raised on a farm and I joined the R.C.M.P, in March of 1949. I took my initial training in Regina, Saskatchewan, and Rockcliffe, Ontario.

I left the R.C.M.P. in 1953 to accept the position with Investors Syndicate of Canada, and I rejoined the Force in 1954.

With the exception of two years that I spent in Ottawa and approximately nine months in Alberta, all of my service was spent in Saskatchewan. I was stationed at Regina three different times. I was stationed at Moose Jaw, Weyburn, Moosomin, Kipling, St. Walburg, Prince Albert, and Rosthern. I was in charge of three different detachments and the last seven years of my service I was the N.C.O. in charge of the Crime Index Section in Regina. I retired from the Force as a sergeant in December of 1975, after having spent 25 years in the Force.

I immediately came to Yellowknife to accept my present position as chief constable

of the By-law Enforcement Department, where I have been employed ever since.

During my R.C.M.P. service I took additional courses in principles of supervision, basic man management, instructional technique and conference leadership, and while I was in Regina I also did some lecturing to other in-service training classes.

Q Thank you, chief constable. Mr. Purdy, could I get you to outline your background and qualifications?

WITNESS PURDY: Mr. Commissioner, I'm Brian Purdy. I was born in Ontario in 1939, and I have lived in Yellowknife for the last ten years, coming here in 1966.

I was educated in Ontario up in Toronto through Secondary School. I attended Acadia University and Dalhousie University obtaining a Bachelor's degree in physics in 1962 and a law degree from Dalhousie University in 1963.

After that I articled and practiced law in Calgary, from 1963 to 1966, moved to Yellowknife in 1966, where I've been a sole practitioner or a partner in a firm from then until the present time. At the present time I practice law here as a sole proprietor with four associate lawyers.

During the time I've been in the Northwest Territories I've been an alderman of the City of Yellowknife for six years. One of those years acting as deputy Mayor; I have been the President

of the Northwest Territories Bar Association twice, and have been the chairman of various committees of the Northwest Territories Bar Association.

I was the first president of the Northwest Territories Association of Municipalities from 1967 to '69.

I have been and am presently the president of the Arctic Winter Games Corporation and have been involved in that since 1969.

I am presently the chairman of the City of Yellowknife Law Enforcement Board, having filled that position or an equivalent position for two or three years now.

I act presently as well as the city solicitor for the City of Yellowknife, and I am a member of the Northwest Territories Small Business Loan Fund Credit Committee.

I think perhaps more relevant to my own evidence would be the fact that I have attended Magistrate's and Supreme Court circuits -- about 200 of those -- in the last ten years, throughout most communities in the Northwest Territories.

Q Thank you, Mr. Purdy. Mr. Galloway, can we turn to your evidence then?

WITNESS GALLOWAY: Mr. Commissioner, it is my intention to outline in my evidence the main problems facing municipalities in the Northwest Territories in attempting to carry out their legislative responsibility to provide fire service, prevention and suppression.

With the exception of the situation in a few larger municipal centres, fire-fighters are not well-trained, are not well-organized, and are not well-equipped for fighting fires in their communities. In some instances, the volunteer firefighters do realize this, but unfortunately in others, there is an indifference within the volunteers themselves. This situation is, for the most part, not the fault of the volunteer firefighters. In a small settlement where there may be only a few fires each year, the attitude of the population from whom the volunteers are drawn is one of being able to handle any situation.

It's only when a major catastrophe hits the settlement that the cry goes out for more training and instruction. Our Association has been asking for a training school in the Territories ever since our first general meeting, in 1972. However, the senior governments appear to reason that the budget for the fire service is adequate at present.

The Northwest Territories fire loss record is exceptionally high in comparison with all other areas of Canada. The annual financial loss over the past five years is as follows. 1971 - $935,000; 1972 - $1,320,000; 1973 - $2,734,000; 1974 - $4,202,000 and '75 - $2,308,000.

For the same years, the average per capita fire loss was $60.77, approximately six times the Canadian average. The average per capita loss through residential fires was $23.11, approximately five times the national average.

The average per capita loss through assembly and institutional buildings was $10.40 over then times the national average.

In fairness, it should be pointed out that statistics can always be interpreted in several ways and because of the relatively small population of the Territories, one serious fire can alter losses dramatically.

There are 53 fire departments in the Northwest Territories and of these, none are composed of full-time, fully paid professionals. Only four municipalities have any full-time firefighters. Five industrial organizations have their own fire protection units and the Federal Ministry of Transport provide trained, professional firefighters at the larger airports for crash rescue purposes only.

The Northwest Territories Fire Chiefs and Firefighters Association has identified what appears to be the shortcomings in the Fire Service

in the Northwest Territories. Briefly, they are as follows.

1. The Fire Marshall's Office within the Government of the Northwest Territories is understaffed and the Fire Marshall apparently lacks the resources to improve the situation. Local fire departments and fire chiefs receive little advisory guidance and are left largely to their own devices. The results are varying methods and practises and varying standards of service. Visits to local fire departments are not conducted on a regular frequent basis as required.

2. Building codes and fire regulations are not strict enough, considering the majority of buildings in the north are of all wood construction. There is no common Building Code and Fire Code in law throughout the Territories although a few larger municipalities have passed local by-laws encompassing such codes. Regluations should realistically deal with northern conditions. Major buildings are being approved with minimum fire and safety protection provided and in settlements, buildings are not being inspected prior to occupancy.

In Hay River for example, a 19 storey apartment block was constructed with no sprinklers throughout the building and no fire hydrants near the complex. Because of small departments' lack of equipment, buildings should be constructed with as such economically feasible fire and safety protection as possible.

The existing Fire Prevention Ordinance provides for all Fire Chiefs, as Local Assistants

to the Fire Marshall to conduct inspections of buildings. However, with inadequate or no training, such an inspector can hardly be expected to carry out a proper function. Most fire chiefs are volunteer and because of regular duties, do not have the time to inspect even such public buildings as schools, hospitals or community halls.

Violations of fire regulations occur regularly as a result of this existing defect in the inspection process. Being a resident of a small community, a fire chief is often loath to exert what authority he has against possible friends and acquaintances. Orders from local assistants to correct such items as locked doors in community halls or inoperative fire alarms are often disregarded by owners and, because of the distances involved, protests to the fire marshall's office do not always result in effective action. A quick visit by the Inspector from the fire marshall's office to the settlement involved would solve many problems of this type. The penalties for repeated violations of fire regulations should be prompt in application and severe in substance.

There is no common training manual for use in the Territories and very little instructional literature in the native languages. The training of volunteer firefighters is seriously below acceptable standards. The need for a training center has already been mentioned. Resources are normally not available in each settlement or municipality for training. Our Association has recommended for the past two years that the Alberta Fire Training School be utilized for

training of firefighters from larger municipalities since the school's equipment is similar to that found in larger departments. Although Alberta authorities are very responsive to our requests, the Territorial Government will not complete the necessary arrangements. As far as small settlements are concerned, many buildings exist throughout the north which could be utilized as central or regional training facilities for volunteers.

Firefighting equipment which is purchased for use in settlements by volunteers, should be standardized and be as simple as possible in operation. Maintenance on present sophisticated fire trucks is usually left to mechanics with no experience in this field. Standard tests of pumpers are not carried out. Fire fighting equipment and clothing is becoming very expensive and repairs are almost impossible to have completed north of 60. Pressurized breathing air tanks and extinguishers have to be tested regularly for possible flaws, and, in most cases, this is never done -- exposing the user to danger from explosion.

Air activity in the north provides another problem. As far as fires at larger airports, where full-time M.O.T. firefighters are on duty, is concerned, these personnel are to fight fires in aircraft only. The government takes on no responsbility for structures at the airport. Although the M.O.T. licenses the airstrips at smaller settlements, they accept no responsibility for training local volunteer firemen in dealing with emergencies involving aircraft.

There is a definite lack of fire

prevention program which will effectively reach the population of the north. Public indifference and carelessness can probably be blamed for the majority of fires and this fact is true throughout Canada. In addition, although there are few statistics available, there is a very high incidence of alcohol related fires in the north.

Because of a very high transient population in the north, volunteers for firefighting duties do not remain long with departments. This fact, in addition to compounding training problems, often leaves people and property unprotected. During this summer, Fort Simpson and Tuktoyaktuk with a similar population could only count on approximately seven volunteers with sem-adequate training.

Federal or Crown corporation properties in the Territories are subject to regulations issued by the Dominion Fire Commissioner's Office. However, representatives from this office are located in southern Canada and never travel north. This fact is hard to comprehend considering the large number of federal buildings in the north. Local assistants are expected to inspect these structures yet have no jurisdiction over infractions found, nor, in addition, do they have any jurisdiction over N.W.T. government buildings in their area.

Water supplies are usually inadequate for fire fighting purposes in populated areas. Because of financial restrain, due to general economic conditions, expansion or upgrading of existing supply mains is far behind required capability. Sufficient tanker trucks are not always available in settlements to provide water for fire fighting purposes, this being especially true in winter months.

As has been mentioned, there are numerous serious problems in the Northwest Territories. Anticipated development along the Mackenzie Valley can only compound these deficiencies unless a programme to correct them is started at once. It is interesting to note that the fire loss in Inuvik escalated five years ago when industry and workers began moving into town. With the recent slowdown and departure from Inuvik of a large number of workers, the fire loss is a fraction of previous figures.

Fire Department personnel, in areas which will be affected by a sudden rapid growth are sincerely concerned about the natural increase and demand for their services. Tuktoyaktuk and Hay River mention probable increased marine activity problems. The movement of hazardous materials through populated areas and travel time to storage yards on the outskirts of town are other reasons for worry. It will be necessary for several municipalities to hire full-time fire fighters in the event of this growth occurring.

Some solutions to the problems outlined are obvious. With additional qualified staff and an increased budget personal contact between the Fire Marshall's office and the local assistants would also increase to the benefit of all concerned. Inspections of properties would be on a regular basis with follow-up inspections carried out if required. The Fire Prevention Ordinance should be upgraded to encompass realistic fire regulations for the north and enforced. More instructional literature in the native languages should be prepared and distributed to local Fire Chiefs.

An effective fire prevention programme and campaign should be launched in all native languages as well as in English, utilizing such existing outlets as schools, adult education, radio and television.

All suggestions for improvement noted in this paper will take time to implement. A start must be undertaken as soon as possible if Fire Departments are to be in any way prepared for the rapid development which may arrive.

It is hoped that this short paper has helped to present the difficulties which the fire service in the north is operating under.

THE COMMISSIONER: Thank you very much, Mr. Galloway.

MR. SIGLER: Thank you, Mr. Galloway. Chief Constable Schauerte?

WITNESS SCHAUERTE: Mr. Commissioner, as is well know, the R.C.M.P. is responsible for policing the Northwest Territories. Under the terms of their contract, however, there are certain duties which they are not required to perform and generally speaking do not do so. Among these is the enforcement of municipal by-laws.

Under the Municipal Ordinance, municipalities in the Northwest Territories have legislative authority to enact and enforce by-laws relating to a multitude of subject areas including, fire prevention, section 175, buildings and construction, 176, business licences, 178, taxicabs, 179, garbage collection and disposal, 180 and 181, domestic animals, 182, curfew, 183, and zoning, 192. Under the vehicles and snowmobile ordinances, further legislative authority is given to deal with highway traffic within the municipality.

All such by-laws enacted, require enforcement by the local enforcement officers due to the above noted exclusion from the R.C.M.P. contract. It is to be expected that as the population of a municipality increases, there will be a corresponding

increase in the requirement to both enact and enforce additional by-laws. The one example of such growth within the Northwest Territories is the city of Yellowknife.

Prior to 1969, when the population was around 5,000, the situation in Yellowknife was such that the many by-laws enacted by City Council, went largely unenforced. This lack of enforcement caused many problems relating to parking control, littering of garbage, dog control etc.

With the increased growth in the city, by 1969 it was apparent that staff would be required to enforce the by-laws and the city entered into a contract with a private security agency for one man who spent his time largely enforcing traffic regulations. By 1974, when the population was approximately 8,000, the contract had increased to three as the need for enforcement of other by-laws also became necessary.

For a number of reasons, this type of enforcement was not satisfactory. In the fall of 1974 Council felt it would be to the advantage of the city to have by-law enforcement personnel, directly employed rather than being responsible to an absentee employer and the first City of Yellowknife constable was hired in December of that year.

In January, 1975, a Chief Constable was hired and since that time the force has grown to five, made up of a Chief Constable, three constables and a secretary.

All municipal by-laws are enforced in Yellowknife by this department and these include the Highway Traffic By-law, Parking Meter By-law, Dog By-law, Garbage By-law, Building By-law, Orderly Use of Highways By-law, Bicycle By-law, Firearms By-law, Inspection By-law, Business Licence By-law, Burning Permits By-law, Livery licence Licence By-law, Pedlars By-law and the Snowmobile By-law.

The R.C.M.P. do assist with the enforcement of the Highway Traffic By-law insofar as moving violations are concerned. For example, speeding, stop signs, traffic lights. All tickets issued by the By-law Enforcement Department and the R.C.M.P. are processed by this Department with the result that the revenue goes to the city. Any resulting prosecution for unpaid tickets is also conducted by the Department.

The cost of prosecuting contested cases must be borne by the city so most cases are handled by the Department rather than a solicitor. This presents a considerable problem because qualified members are simply not available. Prosecuting attorneys are available to handle all R.C.M.P. cases however, this service is not available to the municipalities.

Thus, it can be seen that as a municipality grows, there is a tendency for By-law Enforcement personnel to become more involved in a broader range of responsibilities. This is apparent mainly in the area of traffic enforcement. For example, the R.C.M.P. in Yellowknife provide one man for highway patrol and his area includes the villages of Rae - Edso and Fort Providence

as well as the connecting highways. Bearing in mind that one person works eight hours a day, five days a week, there are a 128 out of a possible 169 hours in each week when little or no traffic enforcement takes place by the R.C.M.P. This does not include the time this member is away on holidays or absent for any other reason. The result has been that By-law Enforcement members are called upon more and more for involvement in this area, which means other by-law enforcements must be neglected.

At the present time, coverage is provided seven days a week, from eight o'clock in the morning to twelve midnight, except when someone is absent on leave. This means that usually there is only one constable on duty at a time.

Increased enforcement always brings the problem of more charges being laid, resulting in Court appearances. Constables are spending many hours serving summonses and attending Court as witnesses. As an indication of the activity in the by-law officers in recent times, the following is a summary of the number of tickets issued by the Yellowknife Department in the calendar year 1975:

- Parking meter by-law - 2,057
- Highway traffic by-law - 1,132
- Dog by-law - 70
- Garbage by-law - 26
- Burning permits by-law - 1

The following statistics reflect the charges laid resulting in Court appearances under the various by-laws, and the Vehicles Ordinance:

- Parking meter by-law - 84
- Highway traffic by-law - 138
- Dog by-law - 16
- Garbage by-law - 17
- Snowmobile by-law - 2
- Building by-law - 3
- Burning permits by-law - 1
- Vehicles ordinance - 16.

During the year of '75, a total of 313 dogs were impounded and of these 148 were destroyed. A further 31 dogs were destroyed at the request of their owners for a variety of reasons.

A total of 417 complaints were received during the year, all of which were

investigated and concluded.

There are no figures available for the years preceding 1975, so it is not possible to make any kind of comparison other than figures on revenue and expenditures.

The following statistics represent the revenue and expenditures for the City of Yellowknife from 1969 to 1975:

In 1969 the revenue was $2,265; expenditures, $10,746.78.

In 1970 the revenue was $4,357.75; while the expenditures were $19,817.07.

In '71 the revenue was $6,914; expenditures, $27,129.

In 1972 the revenue was $11,634.75; the expenditures were $32,733.66.

In '73 the revenue was $7,683.75; the expenditures, $35,495.61.

In '74 the revenue was $10,439.50; the expenditures, $53,128.71.

In '75 the revenue was $42,054.75; while the expenditures were $79,177.66.

Expenditures have increased considerably, however it will be noted that there was a substantial increase in revenue from '74 to '75 in comparison to the expenditure increase. There appears to be little doubt that by-law enforcement personnel employed directly by the municipality is much more effective than was previously the case in Yellowknife. However, it can be seen that the need for more law

enforcement has also led to a sizeable increase in the net expenditures by the city from $8,000 in '69 to almost $40,000 in '74 and '75.

One of the main problems with any type of enforcement is the need to recruit qualified personnel. This is equally as important in by-law enforcement and in the case of Yellowknife, we have not been able to hire any trained personnel to date. To overcome this problem, the City of Yellowknife and the Town of Inuvik made arrangements to have their by-law officers trained by the Edmonton City Police. The course lasts five months, and is the same training given to recruit members of the Edmonton City Police. It is provided to these municipalities at a minimal cost. However, the members' salary, transportation and maintenance must be paid by the municipality. So in actual fact the training is very costly when one considers the fact that the municipality receives no benefit from these persons for five months.

There is, of course, no guarantee the person will return to his job when his training has been completed.

The Town of Inuvik has only one member on its By-law Enforcement Department. Consequently it was without any enforcement for the five-month period.

In Yellowknife's case it meant the departm ent worked short-handed.

This type of training is not provided by the R.C.M.P., nor is it available anywhere

in the Northwest Territories. The possible solution would be to have all by-law enforcement officers trained locally in the north by the R.C.M.P. This is in fact done in some of the contract provinces. I might add that in Yellowknife, members of the By-law Enforcement Department enjoy a good rapport with the R.C.M.P.

With increased numbers, activities and responsibilities, there is also a corresponding increased need for supervision and control of any Police Force. In the provinces, the R.C.M.P. or Provincial Police Force, as the case may be, is responsible to the Attorney-General. In cities across Canada, Police Forces are responsible to a Police Commission appointed by City Council. The Municipal Ordinance does not make any specific provision for a council to make this type of appointment, with the result that by-law enforcement personnel in the Northwest Territories municipalities can be made responsible only to a municipal employee or directly to the elected council itself.

I would mention in passing that Yellowknife Council has deemed it necessary to have an independent appointed Board, and has passed a by-law which allowed the appointment of a By-Law Enforcement Board. This was done under authority of Section 142 of the Municipal Ordinance. However, as mentioned, this section is somewhat vague and does not say specifically that a council may appoint such a Board.

Another area of concern

to Municipal Councils, which has caused considerable debate, is whether the by-law officers should be appointed as peace officers for the purpose of enforcing the Criminal Code. Section 155 of the Municipal Ordinance which deals with the appointment of constables makes it clear that a council cannot appoint peace officers as defined in the Criminal Code. This means constables have only limited authority, that is for the enforcement of by-laws.

As pointed out previously, constables are becoming more involved and it is not uncommon in Yellowknife to encounter persons with serious criminal records, as well as persons wanted by the R.C.M.P. for criminal offences. An example of such a situation is when a constable stops a motorist for a traffic by-law infraction and finds the person driving while impaired. The constable cannot arrest the motorist but must somehow attempt to contact the R.C.M.P. By-law enforcement officers have not been allowed to carry weapons, and I am of the opinion it is just a matter of time until one of these constables is seriously injured or worse, because he encountered an armed person committing or wanted for a criminal offence, and the constable was unable to defend himself.

Regardless of whether there will some day be locally appointed peace officers with full powers, or whether the present sharing of functions between the R.C.M.P. and municipal forces will continue, there is a definite -- there is

definitely a need for immediate involvement by the municipalities in the planning of police services at all levels, especially in view of projected population increases with pipeline development.

In conclusion, I anticipate that with rapid population growth in the Northwest Territories, especially in the municipalities, there will be an immediate need for more enforcement personnel both R.C.M.P. and by-law enforcement.

MR. SIGLER: Thank you Mr. Constable. Mr. Purdy?

WITNESS PURDY: Mr. Commissioner, throughout its history the Royal Canadian Mounted Police have been the only policing agency in the Northwest Territories until the establishment of the first municipal by-law enforcement officers in Yellowknife in 1969 and subsequently in Hay River and Inuvik.

The R.C.M.P. perform their policing duties pursuant to a contract entered into between the Commissioner of the Royal Canadian Mounted Police and the Commissioner of the Northwest Territories. A copy of the current agteement made May 29th, 1972 is attached to my evidence as Exhibit "A". It should be noted from this agreement that there are several features which cause citizens of the Northwest Territories some concern with respect to policing arrangements.

Firstly, the agreement is made between the two Commissioners, neither of whom is responsible to the people of the Northwest Territories. There has never been, to my knowledge, any consultation by either the Northwest Territories Government or the R.C.M.P. with municipal governments or settlement or hamlet councils with respect to the terms of reference, personnel, or any other factor relating to the policing of their community. One of the most important ramifications of this approach is that municipal by-laws in all levels of local communities in the Northwest Territories have remained unenforced until such time as that community has reached sufficient size and established sufficient

tax base that it can afford to hire its own law enforcement personnel to enforce matters which the R.C.M.P., by the terms of their contract are not required to enforce and which they do not in fact enforce accept on rare and exceptional occasions.

It should be pointed out however, that until recent years, it was not at all uncommon for R.C.M.P. personnel, especially in smaller communities, to carry out many functions going well beyond the terms of the R.C.M.P. contract. These individuals often performed the services of a dog control officer, registrar of vital statistics, social worker, liquor inspector, health officer, jail warden and every other necessary service appropriate to their official status without apparently feeling undue strain. It was my personal observation from some years of travelling throughout almost all of the communities of the Northwest Territories on court circuit that at that time, the R.C.M.P. personnel in small communities were almost invariably content with their posting, felt significant in their work and were respected by the community.

With the advent of both R.C.M.P. administrative staff and Northwest Territories administrative staff into the Northwest Territories however, a substantially more restricted approach to the activities of the R.C.M.P. has been adopted and the presently proposed R.C.M.P. agreement which I understand is not yet signed, contemplates a much more restricted role for the R.C.M.P. than that which they had previously undertaken. The proposed agreement is attached as Exhibit "B"

to my evidence.

An examination of the proposed R.C.M.P. agreement makes it quite clear that there will be no local control or input to the policing of communities by the R.C.M.P. Note particularly Clause three. It can be seen in Clause 4 that control will remain remote from the Northwest Territories in view of the fact that the Attorney-General of the Northwest Territories is the Attorney-General of Canada in Ottawa and thus the application of Section 4(1) of the agreement will lead to a far more distant type of control for R.C.M.P. activities in the Territories than would normally pertain in a province. Clauses 6(1) and 7(1) of the agreement are important areas of personnel and training which will be determined in Ottawa rather than locally.

Perhaps even more significant however, are the new clauses under Section 8(2) which contemplates a withdrawal or R.C.M.P. services from areas previously performed. Clause 8(2) (a), (b), (c), (d), (e), (h), (i), and (j) are all new clauses which specifically reduce the responsibility of the R.C.M.P. to carry out duties which they had previously performed. The effect of the R.C.M.P. withdrawal from these duties would be to require either municipalities or the Northwest Territories Government to provide personnel to perform then, since most of these duties are essential ones which must be undertaken in any organized society.

The local communities of the Northwest Territories have been very conscious of the need to present local views to those who police the

communities and to ensure that all of the laws of the community are enforced.

An extract of the various resolutions that have been made in the Northwest Territories Association of Municipalities from 1969 to the present is attached as Exhibit "C" to my evidence. It can be seen that the main thrust of these resolutions from the Association of Municipalities which represents well over half of the population of the Northwest Territories in tax based communities, is that they should have input into the agreements which are made between the Commissioner of the Northwest Territories and the Commissioner of the R.C.M.P. and further that there should be some method of ensuring that municipal by-laws are enforced. The resolutions of 1969 and '70 are apparently an effort to establish a Territorial police force which would enforce municipaly by-laws as one solution to the problem of local law enforcement.

While it is only a personal impression, it seems to me that in recent years, the more restricted role of the R.C.M.P. which has apparently resulted from a more stringent adherence to the existing contract and the contemplated proposed contract has caused a lowering of morale of R.C.M.P. field personnel which has extended even into the smaller settlements, as well as a perceptible public discontent with the R.C.M.P. It is my feeling that the public generally speaking expects the R.C.M.P. in the Northwest Territories to carry out more than strict policing duties and feels that R.C.M.P. personnel are generally speaking the most

qualified people in the community to perform any of the "official type" duties which the Commissioner of the R.C.M.P. apparently feels are "non-police duties".

Bearing in mind that many of the communities on the proposed pipeline route are not tax based communities or if tax based have minimal economic resources which are already strained to the limit to meet the demands of the communities which have already grown rapidly in the last ten years, it can be expected that a sudden influx of transient population associated with the pipeline will cause severe local policing problems. The communities themselves do not have the financial resources nor the experience and background to establish their own local enforcement bodies.

In addition, the R.C.M.P. policy of frequent rotation of field personnel, which is apparently for thepurpose of keeping field personnel objective towards the community and in their approach to individual community members, does not necessarily promote a sensitive and concerned approach towards law enforcement in any community. Most communities seem to want a blend of objectivity and sympathetic understanding in law enforcement. People do not want a policeman to go by the book all of the time, nor do they want him to ignore the book. The exercise of a policeman's discretion and the application of the law should take into account local conditions, knowledge of the community and the people in it, a sensitivity to the community mores and practices as well as the wording of the Criminal Code or

other enactments.

In my view, it is not sufficient for the R.C.M.P. to establish special "SWAT" squads along the pipeline route without doing more to ensure that the life of the communities which may be affected by the construction of the pipeline is not secured by adequate broad scale policing. While the "SWAT" squad approach may be more glamorous and receive public attention, it is the day-to-day work, including work which the Commissioner of the R.C.M.P. might consider to be non-police work which truly secures and reassures any community.

For these reasons, I would hope that you might see fit to include in your recommendations the following points.

1. That the Northwest Territories Association of Municipalities as well as the non tax based communities be consulted and invited to participate in negotiations for the contract for R.C.M.P. services in the Northwest Territories.

2. That local Northwest Territories residents should be trained in by-law enforcement by the R.C.M.P. assuming that the R.C.M.P. remain adamant about their refusal to enforce municipal by-laws.

3. That funding be provided through either the R.C.M.P. the Federal Government or the Northwest Territories Government to support the establishment and maintenance of municipal by-law enforcement staff throughout the Northwest Territories.

4. That the R.C.M.P. be encouraged to undertake in the

Northwest Territories the expanded role which they had historically assumed and that the proposed policing contract for the Northwest Territories be substantially modified to recognize that the Northwest Territories is not the same as the provinces for whom the contract was designed by removing the restrictions contemplated for future R.C.M.P. activity in the Northwest Territories.

MR. SIGLER: Thank you Mr. Purdy. I'd like to mention Mr. Commissioner that I have also filed as an exhibit a letter dated April 5, 1976 from the Northwest Territories Association of Municipalities addressed to the Commissioner of the Northwest Territories which pointed the municipalities' concerns.

THE COMMISSIONER: Mr. Purdy, just looking at page six of the new -- the proposed agreement -- maybe you could just take a minute to run through these items so that we understand. Position A is escorting mental patients or runaway juveniles. They do that now, do they?

A They generally speaking do do that now. It is proposed that they get out of that line of work in the new contract.

Q The second one is acting as Crown prosecutor, Court orderlies or magistrates, or magistrate's clerks, well, they do that now and they must do it in many places, I suppose.

A I think so. Historically they certainly have done it. In Yellowknife they do not act as magistrate's clerks or prosecutors, but in the smaller communities they frequently are prosecutors in front of Justices of the Peace and so on.

Q Yes, I would have thought so, and they propose to get out of that. Then it says:

"Collect any tax, licence fee, fine, or other monies."

A Well, they don't collect taxes, to my knowledge, now.

Q No.

A But they do collect fines, and remit them to the Court House in Yellowknife.

MR. SCOTT: May I interrupt, Mr. Commissioner, just while we're on that subject? Does that include, Mr. Purdy, the collection of municipal ordinance fines, parking fines and things like that?

A Well, generally speaking I think no, because they don't prosecute those types of offences. They remain essentially unprosecuted except where a municipality has its own staff.

Q So when you say they collect fines, at the moment you mean fines under those offences which they prosecute or investigate.

A That's correct, such as the Liquor Ordinance and things of that sort.

MR. SCOTT: Excuse me, sir.

THE COMMISSIONER: It says:

"Conduct driver's road tests or written examinations, confiscate driver's or vehicle licence or issue parking meter tags."

A At the present time certainly historically I think at the present time as well, they do conduct driver's examinations, and I believe they also normally, where they prosecute, would confiscate licences too.

Q Then (g), these are the ones you listed:

"Enforce any municipal by-laws which do not relate to law and order, including curfew by-laws."

Are they enforcing the curfews now, where curfews do exist?

A Pardon me?

Q I'm sorry, are they enforcing the curfew now where the curfew has been passed by the local --

A No, and they have not, in my experience, ever enforced curfew.

Q And it says:

"Serve as registrars of vital statistics."

A They have done that informally, I think, in smaller settlements.

Q Filling in birth certificates in small communities and so forth ?

A Yes.

Q Then it says:

"Serve civil processes."

You mean writs, say, in the Supreme Court, that kind of thing?

A That's correct. The R.C.M.P. have in effect acted as bailiffs, particularly in smaller communities. Generally speaking, over the past few years the Sheriff's Office has obtained citizens of the community to act as bailiffs. I would say that it is not as necessary today as it was in 1972, but the Sheriff's Office does have considerable difficulty finding anyone to act as his bailiff in small communities. The R.C.M.P. have fulfilled that function where there was no one else available.

Q And the last one:

"Transferring prisoners between provincial institutions."

Well, right now if a prisoner is brought from a lockup in Inuvik or Frobisher to the institution out here that's done by the R.C.M.P., is it?

A That's correct.

Q And they propose not to do it now.

A That's correct. I don't know what they contemplate would be done unless the

institution had its own guards, but there are no personnel for that now, other than the R.C.M.P.

THE COMMISSIONER: Yes, thank you.

MR. SCOTT: Mr. Bayly?

CROSS-EXAMINATION BY MR. BAYLY:

Q Mr. Galloway, if I could start with you, please.

THE COMMISSIONER: Excuse me. The Deputy Minister of Justice is in the building somewhere, if you want to collar him before the day is out to discuss these things.

MR. BAYLY: Q Yes, Mr. Galloway, in your recommendation on page 6, recommendation No. 8 --

WITNESS GALLOWAY:
A Sorry, which number was that?

Q It's recommendation No. 8, are you indicating to us that you're concerned that with an increase in number of transients that may accompany pipeline development, it may be more difficult rather than less difficult to get volunteers who will be trainable for firefighting duties?

A Our position is that we would rather see the resident population of the community get involved in the Fire Department. Now, Inuvik, for example, out of 20 people, we can only find two native people who will join. It just seems that there is a lack of interest in it.

Q All right. Do you see problems arising with more people coming into the communities? You've noted that the incidence of fires seems to g o up with more development business in the Inuvik region.

A As far as residential , for example, if you have a transient population, they aren't involved in owning their own home, so basically they couldn't care less what happened to a building. As a result, they're more careless and your fire losses increase.

Q Now, you've noted that some of the communities that don't have full-time firefighters may have to get full-time firefighters. I assume you mean professionals, people who have been trained.

A That's correct.

Q And in your experience in the delta is this an easy thing, easy to recruit people to these jobs?

A I am the only full-time firefighter in the whole delta.

Q I should ask if you were easy to recruit. Have you tried to recruit full-time people yourself, or have you no experience with that?

A No, Inuvik has budgeted in the future, if development should come, that we will be recruiting, but at the moment we have no provisions to recruit full-time firefighters.

Q Now, if I could turn to

you, please, Mr. Purdy. You've indicated some of the things that may have led to the discontent of the R.C.M.P. stationed in the various communities. Would you include in the list of non-police duties the fact that R.C.M.P. appear to be rotated from place to place more frequently than was so in the past?

WITNESS PURDY: I don't know whether they are rotated more frequently now than they used to be, or not. I know that it seemed that two years was sort of the average posting in the past. It seems perhaps on reflection for a moment that it is less than two years now that they're rotated. Perhaps they're having difficulty today in finding people prepared to spend two years in a small community, but I think the rotation, the frequent rotation, even if it's two years, creates a rather objective type of policeman, one who is not involved in the community, maybe not be particularly understanding of the community which has occasionally led to discontent, yes.

Q Yes, there was a time, I understand, when R.C.M.P. who were in the smaller settlements of the north were volunteers, and I understand that's not the case at present. Is that correct?

A I think that is correct.

Q That is that they've requested --

A Again I am not an expert on the internal policies of the R.C.M.P. I'm looking at them from the outside.

MR. BAYLY: That's all the questions I have of thispanel.

MR. SCOTT: Mrs. MacQuarrie, have you any questions?

CROSS-EXAMINATION BY MRS. MACQUARRIE:

Q Mr. Galloway, one of the mental health problems outlined by the respondents to the Canadian Mental Health Association, mental health survey in 1972, was the complaint that there was too much snow in the settlements, resulting that their houses were covered with snow for about ten months of the year, causing a great deal of anxiety regarding fire. Are there particular winter conditions in the communities which hamper firefighting?

WITNESS GALLOWAY: Well, the existence of snow certainly does hamper movement of fire apparatus. Recently the Territorial Government has been encouraging people to bank snow against their buildings to insulate them. This certainly does provide or should I put it, to get into a building and you have to shovel snow away, it's practically impossible. It seems a rather ridiculous way of insulating a home, instead of building a home properly, banking it with snow from the outside is certainly going to provide problems.

Q How about is there generally an adequate water supply, and water pressure for firefighting in these communities?

A Yes, the majority of the

smaller settlements do not have fire hydrants. They rely on water tanker trucks, and I know of several settlements, for example, where the truck is kept in an unheated garage because they can't get the funds to put a furnace in it. As a result the truck is empty most of the time. Then they have to go and fill it up and proceed to the fire. Well, this may result in a half-hour delay.

In the larger municipalities, Inuvik, for example, the upgrading of the water mains is a project which will result in millions and millions of dollars of expenditure, and the money is just not available to do it.

Q Are they looking at possibilities of increasing these funds then?

A I cannot answer that, I'm sorry.

Q I see. Is the Fire Department also responsible for ambulance service in Inuvik?

A No, in Inuvik it's a private company that provides the ambulance service.

Q And to your knowledge, how about the other communities?

A Yellowknife provides it and I believe Hay River provides it.

Q When there is a death in a fire, where are the autopsies done?

A Inuvik -- it would probably be done in Inuvik, at the general hospital in Inuvik.

Q Yes, and for the smaller communities then?

A Presumably the body would be flown into the larger hospital.

Q And occasionally this is also -- this larger hospital would be in the south, is that so?

A Well, I imagine in the Mackenzie Delta they would fly them into Inuvik. Unfortunately I'm not qualified to speak on that.

Q Okay. Mr. Schauerte, I understand there is no S.P.C.A. in the Territories. I wondered why the number of dogs, the 148 dogs were

destroyed out of the 313 impounded. It's just a matter of interest.

WITNESS SCHAUERTE: Why any were destroyed?

Q Yes.

A 148?

Q Yes, according to your statistics.

A They were destroyed because of terms outlined in the by-law which states that if they're not claimed by anyone within four working days, they're disposed of.

Q M-hm. Were these mostly before there were resident veterinary services available in Yellowknife? It's just a matter of interest. Perhaps it has nothing to do with this at all.

A Nothing has changed yet, because my information is that there isn't a resident veterinarian at this time. There is one coming, but there isn't one yet.

Q I see. I was interested in your comments on page six that there is no guarantee that the by-law enforcement officer who is trained in the south would be -- and his tuition etc. paid for by the municipality would not return to the municipality to work.

A We have no guarantee at this time. I don't know how we would force a person to come back here if having received that training he chose to go elsewhere.

Q Did you not say that the City of Yellowknife pays for his training though?

A The training itself --

Q And incur the costs?

A The training itself is provided at a very minimal cost. What the city has to pay is his salary while he's training, his transporation and his maintenance in Edmonton.

Q Yes, but is there nothing built into the contract with him that he would return, is that an omission, or an oversight?

A I think I would agree that that has been an omission and it may be something that we'll have to look at.

Q Mr. Purdy, in the section that Mr. Berger just quoted regarding the escort of mental patients that was previously the responsibility of the R.C.M.P., does that include the support to the nurses in the nursing stations that the R.C.M.P. had pretty well provided before in looking after people who are too big for the nurses to handle?

WITNESS PURDY: In mental patients, that sort of thing?

Q Well, perhaps not grossly mentally ill, but just unmanageable. Would they be severing their support services to the Department of Health totally in this section?

A I think that I would not interpret that quite that way. I take it that the R.C.M.P. would consider it to be a police function to

maintain order and if assaults were taking place through a disturbed patient or whatever , they would view that as being a police function to restrain and control such a person and perhaps take him into police custody. But, I get the impression that where a person is taken into custody, pursuant to the Mental Health Ordinance, they will perhaps consider that to be a non-police matter, particularly if the person is not violent and doesn't require physical restraint.

Q When this was presented to the Territorial Council, at their last session, I understood at that time, perhaps I was wrong, that this whole thing would be renegotiated, is that so or is it taking place at this time?

A All I know is that it hasn't been signed as yet. I think that there were a number of complaints raised about the proposed agreement at the Territorial Council. It was sent back unsigned and where it stands today I wouldn't know.

Q Okay. Would you say that in the event of a pipeline being built that the R.C.M.P. would supervise the enforcement both -- the policing both inside and outside of the camps, or had you thought of that at all?

A I think they probably would have -- enforce the laws inside and outside the camps. Perhaps it's been past experience in other areas that the policing of camps is done by a sort of company security arrangement, but that would not preclude the R.C.M.P. from moving into any camp where they

thought it was a proper police function to do so.

Q I see. I have no further questions.

MR. SIGLER: Mr. Hollingworth?

MR. HOLLINGWORTH: I have no questions.

MR. SIGLER: Mr. Steeves?

CROSS-EXAMINATION BY MR. STEEVES:

Q I understand what you're telling me the R.C.M.P. are deliberately taking less and less a role in the small settlements and they're tending to restrict themselves more and more to Criminal Code matters. I understand you've been telling us that you would like to see that trend if not reversed, at least stopped.

A That's essentially the case, not because I think that that's the ideal solution but because I think that that's the practical solution today. I don't think that the municipalities or the settlements or the Northwest Territories government are in a position at this time to provide the trained personnel to fulfill all of these various functions and they can't get them into the small communities and it may not even be desirable to have a plethora of bureaucrats in small communities.

In fact, the R.C.M.P. are trained, qualified people who can fulfill many of these duties and accomplish them without having to staff and house a large number of bureaucrats.

THE COMMISSIONER: Excuse me,

Mr. Steeves, if you could speak into a microphone it would help the reporters.

MR. STEEVES: As I understand other evidence we've heard at this Inquiry, one of the things that the native peoples are telling us is that a powerful force to cause people in the smaller settlements to lose their self respect and their respect for their own way and their culture and their values has been, amongst other things, the R.C.M.P. Do you accept that point of view?

A I can accept that there may be some validity in that and that's touched upon in my evidence where I said that the objective approach, the objective application of the criminal code and other enactments in small communities is not really the desirable method of policing in those communities, that there has to be some understanding of the community itself and its mores and its habits and its individual people and that the objective approach, which is sometimes taken by R.C.M.P. members should be tempered by a discretion and an understanding of the operation of that community in his application of the law and I think that's where we wanted to see -- where I was saying that there either should be longer term R.C.M.P. in there who will stay in the community for a longer time and become part of the community, which is not their policy at the present time, or alternatively they should train local people in law enforcement so that they take part of that role and perhaps a buffer or a common denominator in law enforcement, which would

be acceptable to the community, leaving the R.C.M.P. then to perform their professional police role.

Q So, I'm not correct if I would suggest that you're arguing for the status quo, so far as policing in the small settlements is concerned.

A No, I'm not.

Q You're arguing for something different.

A That's right, I'm arguing for either an expanded R.C.M.P. role so that they perform many duties which would otherwise have to be taken over by newly appointed bureaucrats or clerks or clerical people of some kind or -- and a longer term stay for R.C.M.P. in the community, so he becomes part of it, plus the addition of locally trained members of that community who will become local police officers.

Q Well, why is the presence of the R.C.M.P. essential as a beginning to what you see as a proper policing system in the Territories?

A Because I think you have to accept that in any community, almost without exception, the potential for serious criminal activities exist and the presence of the R.C.M.P. often is necessary either for prevention or for the enforcement of the law. After all the Courts have travelled to virtually all of the communities. Some seem to be remarkably crime free, I must admit. But I can particularly mention that on the pipeline route Wrigley for example, I can't recall any court circuit that has ever gone to Wrigley to deal with a criminal offence there. Fort Providence has a very low number of offences.

Q Why is that so? Do you have any understanding?

A I wish somebody would write a doctoral thesis on that because there are other communities on Great Slave Lake very similar to Providence which have a very high incidence of crime and yet they are essentially of similar population and size and so on.

Q I'm sorry. You mean you don't know?

A I just don't know.

Q You have nothing to contribute as to why?

A No I cannot explain why some communities are crime -- relatively crime free and some are crime ridden.

Q Would it have anything to do with the state of sophistication of the development

of band councils in those communities?

A I don't think it does because in -- particularly I don't want to mention the bad community, but I will mention the good one, Fort Providence. It has the same band council set up and the same type of economic base as the bad one.

MR. STEEVES: Thank you.

CROSS-EXAMINATION BY MR. SCOTT:

Q Mr. Galloway, I'd like to see if I understand the firefighting establishment in the Northwest Territories. First of all the fire marshall is an employee of the Territorial Government.

WITNESS GALLOWAY: That's correct.

Q What generally are his functions?

A He's also chief of the safety division for the Government of the Northwest Territories.

Q Yes.

A This encompasses electrical inspections, special resident inspections, mechanical plus the new Safety Ordinance plus the Fire Prevention Ordinance.

Q Well I take it then that his first function is the general inspection function and for that purpose, he is authorized to deputize local fire chiefs as your paper said to assist him where possible.

A That's right. That's correct.

Q Now you also have the consultative function to local fire departments.

A That is correct.

Q But that is advisory is it?

A He can overrule as well as advise.

Q Well for example --

A The Ordinance for example specifies that if a local fire chief makes a ruling, there is a time limit and the person who is being ruled upon can appeal to the fire marshall.

Q Yes but you are speaking there of his duty to inspect and regulate the construction of buildings and so forth. Yes.

What does the fire marshall have to do if anything with the institution and regulation of fire departments in the communities themselves?

A It's a confusing situation. When Inuvik became a municipality in 1969, the town wanted to do it all themselves. The fire marshall was pretty well left out in the cold as far as when they got their first full-time prevention officer in 1970, the town had more or less appointed this man themselves. He was left out in the cold.

Now, in settlements as far as buying equipment and advising, he is the ruling authority.

Q So that would it be correct to say that if we deal with settlements first that the fire marshall has as you understand it the responsibility

of seeing to it that there is a fire fighting establishment and fire fighting equipment in those settlements.

A That is correct.

Q Yes. To that end, it's his job to see that there is an adequate complement of people on a volunteer basis who are trained to fight fires.

A That is correct.

Q It's his responsibility to see that there is adequate equipment in those settlements to assure the adequate fighting of fires.

A That is correct.

Q All right. Now when we come to the four major settlements by which I mean Inuvik, Yellowknife, Hay River and Fort Simpson, what are his responsibilities with respect to instituting a fire department and maintaing it?

A I believe it's the municipality's responsibility to enact an establishment of a fire department by-law which would then establish the fire department and it's up to the local fire chief to maintain that fire department in operating condition. Now, he can always turn to the fire marshall for advisement on rulings but in the major -- for example Yellowknife and Inuvik where there are full-time fire chiefs, we do most of it ourselves.

Hay River, for example, they have a full-time fire inspector but the fire chief is volunteer.

Q Well let me take it step by step then. In Inuvik and Yellowknife, I take it that there is a fire prevention or fire department by-law.

A That's correct.

Q Therefore in those two communities, the fire chief who is full-time would be appointed by the Municipal Council.

A That's correct.

Q I take it it is then his responsibility or the Municipal Council's responsibility to develop an adequate volunteer department.

A Right.

Q Is it also the Municipal Council's responsibility to provide fire fighting equipment?

A Yes, it is.

Q Does it do that out of its general revenues?

A Yes, it does.

Q Does it get any grants for that purpose from the Territorial Government?

A None whatsoever.

Q No. Well now that covers Inuvik and Yellowknife. What about Hay River?

A I believe Hay River is exactly the same.

Q The only difference in Hay River as I understand it is that the fire chief is volunteer rather than full-time.

A That's correct.

Q Yes. Now what about Fort Simpson?

A My understanding of Fort Simpson is that it's still a village and they are more or less still ruled by the fire marshall in Yellowknife.

Q So Fort Simpson as you understand it would be dealt with by the fire marshall in the same fashion as Good Hope or Providence or some other town.

A Yes.

Q So what we have then is we really have two systems. One, a system that applies to the large municipalities in which they control their own fire fighting machinery and personnel and the fire marshall's office on the other hand which controls the existence of that personnel and equipment in some 48 or 49 other municipalities or settlements.

A That's right.

Q Yes. Now, let's deal with Inuvik and Yellowknife. Has the experience in those two communities been that operating on a municipal base or under a Municipal Ordinance that they are able to provide a better fire fighting facility comparatively than the fire marshall's office would have provided or a lessor one?

A We maintain it's a better one because there are people on the scene.

Q Yes.

A Now by that I mean it may be one or two years before an inspector would go to a place like Tuktoyaktuk. During that one or two years, the Fire Department there might disintegrate entirely. The only way they would find out about it is if a fire occurred and some type of disaster happened.

Q But in terms of dollar input to the fire fighting enterprise in any community, is your Fire Department getting insofar as you can judge more dollars per capita than the fire unit in Tuk would? Or do you know?

A I couldn't answer that. I'm sorry.

Q Just one thing I may not have fully understood. The fire inspection -- I shouldn't say fire inspection -- the building inspection function in Inuvik and Yellowknife is conducted by whom?

A The building inspection? By building inspectors.

Q Of the municipality?

A Of the municipality.

Q Yes and the fire fighting facility inspection is also conducted by municipal employees.

A Yes.

Q Subject to rulings by the fire marshall.

A That is correct. Both municipalities I might point out have their own by-laws. Now, one example might be the smoke detector by-law

where Inuvik two years ago ruled through council that all rental sleeping accommodation be monitored by smoke detectors. Now, this was their own by-law. It was not followed up by the fire marshall's office or any other municipality.

Q Well now both applicants in this case have indicated that Inuvik for example will be, I think they call it a regional headquarters not only for operation of the pipeline but in a certain sense for construction. Have you or has your department or municipality been able to give any thought to the impact that construction, construction personnel, the transit of construction goods will have during the construction period or during the operation period on a town like Inuvik?

A Yes, we have. I believe the municipality has drawn up a five-year plan which takes various stages of development, and has been presented to the Territorial Government. During the past two years we've been upgrading the Fire Department because we have to be ready in advance of anything happening.

Q Does that plan go beyond firefighting, or is it restricted to firefighting requirements?

A Well, I'm personally only concerned with firefighting aspect, but sewage, water system for example, are being constantly upgraded there in an attempt to get things ready. I might point out, though, that the entire industrial area that has been reserved for warehousing, construction, etc., are totally unprotected. There is no water supply whatsoever in these areas.

Q And do I understand from you that that plan, as you understand it, is based on the municipality's predictions of the impact of construction or operation of one of the pipeline projects?

A That's correct.

Q I don't know whether Mr. Sigler will be calling evidence on this later --

MR. SIGLER: Yes, it will perhaps be helpful to know that we plan to have a panel dealing with planning. On that, for example, Mayor Robertson will comment on the Inuvik plan as

well as representatives from Hay River and Simpson.

MR. SCOTT:

Yes. Well, if there are proposals, Mr. Sigler, as there apparently are from Inuvik to the Territorial Government, and from Hay River or Simpson to the Territorial Government, relating to the ways of minimizing impacts, I'd appreciate it for my own part if we could have those made available to us as soon as possible before the panel gives evidence.

MR. SIGLER: No problem at all. We'll also be calling Mr. Ganske who is chief of the Town Planning & Lands Department of the Territorial Government, who has agreed to come to the Inquiry and give evidence with our planning panel.

MR. SCOTT: Q Mr. Purdy and the chief, reading your two papers I get the sense that there is concern that the R.C.M.P. in the communities have not been willing or able to, or have indicated in the future that they will not be willing or able to enforce municipal ordinances. I take it that for the communities, that is apart from the municipalities, you would prefer that the R.C.M.P. or you would regard it as the only way that the R.C.M.P. should begin or continue to perform that kind of function.

WITNESS PURDY: No. I think I would like to make it clear that the R.C.M.P. never have, to my knowledge, ever enforced municipal by-laws, so as a result they're simply unenforced. That doesn't mean that they're not obeyed by the

majority of the population. However, the R.C.M.P., I am quite satisfied in my own mind, will not enforce municipal by-laws because they feel that it detracts from their authority as professional policemen to be engaged in what they view as rather picky and small matters. They don't like traffic work either, for a similar reason. It tends to create resentment towards the R.C.M.P. by the public because of these small matters that they're required to enforce. They don't want to do it and I don't think they will do it. That means that in essence the best solution, I think, is to have the R.C.M.P. give training to local people to act as municipal enforcement officers.

Q What I'm really trying to get at is, aren't there really two cases when it comes to non-Criminal Code enforcement? First of all the case of small municipalities like Providence or Good Hope, on the one hand, and the case of cities like Yellowknife and Inuvik, Hay River, and perhaps Fort Simpson on the other, and don't they call for two solutions?

A Well, I think it comes down to funding. Some of them are tax-based communities, and levy their own municipal taxes, and others, the smaller ones are not tax-based and operate on grants from the Territorial Government. That's the essential difference between the two.

MR. SIGLER: Perhaps I should point out, Mr.Scott, if it's not an incorporated municipality, there are no by-laws actually enacted.

It's only incorporated municipalities that have the authority to pass by-laws, and that might be relevant to this question.

M R. SCOTT: Well, perhaps I misunderstand then. What for example, is the responsibility, if any, for controlling dogs in a community like Good Hope?

A There are two methods of doing it. First of all, you should appreciate that there are a variety of statuses of communities created under the municipal ordinance. To start with settlements which are not incorporated municipalities do not levy taxes and are administered by the Territorial Government through an administrator who is placed in that community. They frequently have Advisory Local Councils to give local input to the administrator.

Q May I stop you there, Mr. Purdy, just so I understand? A settlement will not therefore enact municipal ordinances itself, but I take it it will be subject to ordinances related to the municipality that are imposed by the Territorial Government.

A That's correct.

Q It may have some kind of dog control legislation but that will come from the Territorial ordinance rather than from a municipal ordinance.

A That's correct.

Q O.K. Go on, please. I interrupted you.

A The next level is hamlets. A hamlet has a degree of local authority. It has a Hamlet Council. Perhaps Mr. Sigler can correct me if I'm wrong. I don't believe hamlets levy their own taxes. They do?

MR. SIGLER: That's correct.

A They do not levy their own taxes, and they operate on Territorial funding, but they are administered by a Hamlet Council as opposed to a Territorial Government administrator. They have considerably less authority to enact their own by-laws than the next level up, which would be a town, and much of their legislation having to be approved by the Commissioner before it comes into force.

The next level --

MR. SCOTT: Q But I take it that in dealing with the hamlet, its by-laws or municipal ordinances are generated by the municipality but subject always to the control or veto of the Territorial Government.

A That's essentially correct.

Q So its by-law might come from the Hamlet Council itself, subject to veto or control by the Territorial Government.

A That's correct.

Q All right.

A And I believe that they sometimes are done so largely because they should be

appreciated that the Commissioner is still holding the purse strings of that community.

The next level is towns, which are able to make their own by-laws, some of which require Commissioner's approval, many of which do not require Commissioner's approval before they come into force, and it levies its own taxes and as a result has its own responsibility in many respects to provide its own Works Department, By-law Enforcement, Fire Protection, this sort of thing.

Next up is a city, and there is essentially little difference between a city and a town in political terms.

Q Well now, if we take the settlements and the hamlets and perhaps the towns, I take it that the responsibility for enforcing what I'll call by-laws whether they come from the Territorial Government or from the town itself, the responsibility for enforcing those lies with the Territorial Government.

A In a hamlet?

Q Yes.

A That's correct.

Q And what you have been saying to us is that in the case of settlements and hamlets, in the past the actual enforcement has been done on an informal basis by the R.C.M.P., but now it appears that if the R.C.M.P. are going to be unable to do it, it may not be done at all.

A That's correct too.

Q And I take it it's pretty clear that the settlements and hamlets don't have the capacity, the financial and other capacities, to generate a municipal enforcement staff of their own.

A That's correct, and it's not just a matter of money. I've come to appreciate from the Yellowknife experience that in order to have a satisfactory municipal by-law enforcement officer he must be a trained, mature, and responsible individual, particularly training, and otherwise you are liable to get very erratic performance and perhaps unsatisfactory performance from that officer.

So in most of the small communities it would be necessary to ensure proper training for the individuals who are going to enforce municipal law.

Q Well, leaving apart the restrictions that are imposed upon them by the R.C.M.P.'s own legislative act, has any consideration been given, for example, as far as you know, to a division of responsibilities so that the R.C.M.P. would have responsibility in the settlements and hamlets, where the enforcement of what I call these by-laws, but yet in the cities the Municipal Councils would have that responsibility? Is that a possible area of compromise?

A I think that that's a rather sensible approach, and a practical one. But I don't believe that that approach has been

contemplated certainly by the R.C.M.P. They are moving by this proposed contract, which I understand to be a uniform contract for the provinces and territories all across Canada. They want to have an identical contract everywhere. They are moving away from the concept that you proposed, of having different contracts in different places. But I like that approach.

Q Let us assume that their contract is implemented as they have drafted it or as it has been drafted. I take it dealing with the cities, the question becomes one of funding and education, that is getting adequate funds to maintain an adequate police force and getting it properly trained.

A There's another aspect to this and that is the control, you know, who is to watch the watchdog sort of thing. There has to be some check and restraint or overseeing of any enforcement body which is why Yellowknife has worked rather assiduously in the last several years to create an independent Board or semi-independent, as much as they can, to oversee the activities of their municipal enforcement officers.

Now, you may have trouble in a small settlement finding anyone to control the problem.

Q Well, let's just deal with the cities first, and I take it that the cities have established municipal police forces and in at least one case have tried to establish a Citizens Municipal Police Board that will exercise some kind of control over the Police Force, is that the pattern so far?

A In the city.

Q Yes.

A Yes.

Q Well now, does the Territorial government, as in the provinces, the province would, have any supervisory jurisdiction over that Board?

A No, not in the case of Yellowknife.

Q What do you say about that, is that advisable or necessary, or is it excessively bureaucratic or --

Q I don't think it's necessary when you reach the city level. What the city of Yellowknife would like to see, I think is a Police Commission or something of that sort, as opposed to a City Board. But, there is no legislation which permits that at this time. I think that the municipal legislation as such requires considerable upgrading to recognize that a city has more -- should have more autonomy and control over its affairs than a hamlet, but the differences aren't so great in the legislation.

Q I've only been here about two years and you'll find this question very dumb, but are Hay River and Inuvik cities?

A No, there's only one, Yellowknife.

Q They're towns?

A They're towns, but as I said, there's very little difference in the legislation between a city and a town.

Q Have either Hay River or Inuvik taken any steps to establish a Municipal Board, such as is exists in Yellowknife?

A I don't think so, I think that they treat their enforcement officers as city employees, answerable in the same way as any other

employee.

Q But I take it that if they did, you wouldn't see any necessity at this stage for the establishment of a Territorial Police Commission, parallel, for example to the Ontario Police Commission which supervises the activities of Municipal Boards?

A I think it might be desirable to have such a body, independent of government.

Q Yes. Well now let me turn to the settlements and hamlets. What is the -- what, as far as you know is the Territorial Administration, what exists in the Territorial government to administer the enforcement of "By-laws", in hamlets and settlements?

A Nothing.

Q Well, how is it done?

A It isn't.

Q And I take it that it's in that circumstance that the R.C.M.P. in the past have sort of filled the gap, insofar as it has been filled at all.

A Pardon me?

Q It's in that circumstance that the Territorial government has no mechanism whatever for hamlets and settlements that the R.C.M.P. in critical moments, has filled the gap?

A That's correct. That's where I'm saying that the R.C.M.P. sometimes, through individual response of the member present in that community carries out far more than he is required to do.

Q Yes, and the crisis exists because the R.C.M.P. now says that we're not going to be able to do that anymore.

A That's correct. My impression is that the R.C.M.P. is taking the attitude that they should restrict themselves to professional police work and that it is the responsibility of the Territorial government to provide the necessary personnel to do the other work.

Q Yes.

Now, I perhaps shouldn't ask you this, as you aren't on the Territorial Council, but I'll ask you anyway, are you aware of any plans to -- at the Territorial level, to fill this enforcement gap in the hamlets and settlements?

A There has been discussion in the Territorial Council in response to the N.W.T.A.M. Association of Municipalities resolutions for the formation of a Territorial Police Force, which would fill that area of local policing, but nothing has ever come of that to my knowledge. I think it died on the order paper.

Q I take it that in many of the settlements and hamlets, appropriate enforcement of by-laws would not require someone in attendance full-time? Or would it?

A It may well -- to do it properly it would probably require a full-time man in most communities. I think probably Chief Constable Shauerte would be able to comment better on that than

me, but it pretty well requires one full-time man, as a minimum, just as if you're fighting a fire, you need at least one fire truck.

Q Yes. So that if the R.C.M.P. Agreement is executed and if there is to be any enforcement of Territorial by-laws in hamlets and settlements, what will be required is a parallel establishment for each settlement or hamlet?

A That's correct. We're forced into this parallelism of police forces because of the R.C.M.P.'s approach.

Q Well --

A And I'm not saying that the R.C.M.P. aren't right in taking that approach, but it does then create the necessity for another policeman.

Q Yes. I think those are all the questions I have Mr. Purdy, thank you gentlemen.

MR. SIGLER: No re-examination sir.

(WITNESSES ASIDE)

THE COMMISSIONER: Well, thank you very much Mr. Purdy, Chief Constable Schauerte and Chief Galloway. We appreciate very much your coming and discussing these matters with us this morning, we've learned a good deal. So, what's the agenda now?

MR SCOTT: Well, Mr. Commissioner the Inquiry should adjourn to Dettah this evening at 8:00 and tomorrow we will start promptly at 10:00 if we may, we have a full day tomorrow with the M.P.S. panel and on Friday we have a full day as well.

THE COMMISSIONER: Okay. Well, we're adjourned until 10:00 in the morning then.

(QUALIFICATIONS & EVIDENCE OF G. GALLOWAY MARKED EXHIBIT 721)

(QUALIFICATIONS & EVIDENCE OF P. SCHAUERTE MARKED EXHIBIT 722)

(QUALIFICATIONS & EVIDENCE OF B. PURDY MARKED EXHIBIT 723)

(LETTER FROM N.W.T. ASSOCIATION OF MUNICIPALITIES TO N.W.T. COMMISSIONER MARKED EXHIBIT 724)

(PROCEEDINGS ADJOURNED TO AUGUST 26, 1976)

Mackenzie Valley pipeline inquiry:
August 25, 1976

MACKENZIE VALLEY PIPELINE INQUIRY

IN THE MATTER OF APPLICATIONS BY EACH OF
(a) CANADIAN ARCTIC GAS PIPELINE LIMITED FOR A RIGHT-OF-WAY THAT MIGHT BE GRANTED ACROSS CROWN LANDS WITHIN THE YUKON TERRITORY AND THE NORTHWEST TERRITORIES, and
(b) FOOTHILLS PIPE LINES LTD. FOR A RIGHT-OF-WAY THAT MIGHT BE GRANTED ACROSS CROWN LANDS WITHIN THE NORTHWEST TERRITORIES
FOR THE PURPOSE OF A PROPOSED MACKENZIE VALLEY PIPELINE

and

IN THE MATTER OF THE SOCIAL, ENVIRONMENTAL AND ECONOMIC IMPACT REGIONALLY OF THE CONSTRUCTION, OPERATION AND SUBSEQUENT ABANDONMENT OF THE ABOVE PROPOSED PIPELINE

(Before the Honourable Mr. Justice Berger, Commissioner)

Yellowknife, N.W.T.

August 26, 1976

PROCEEDINGS AT INQUIRY

Volume 178

ALLWEST REPORTING LTD.,
4299 CANADA WAY,
BURNABY 2, B.C.

APPEARANCES:

Mr. Ian G. Scott, Q.C.,
Mr. Stephen T. Goudge,
Mr. Alick Ryder, and
Mr. Ian Roland, for Mackenzie Valley Pipeline Inquiry;

Mr. Pierre Genest, Q.C.,
Mr. Jack Marshall,
Mr. Darryl Carter, and
Mr. J.T. Steeves, for Canadian Arctic Gas Pipeline Limited;

Mr. Reginald Gibbs, Q.C.,
Mr. Alan Hollingworth, and
Mr. John W. Lutes, for Foothills Pipe Lines Ltd.;

Mr. Russell Anthony,
Prof. Alastair Lucas and
Mr. Garth Evans, for Canadian Arctic Resources Committee;

Mr. Glen W. Bell and
Mr. Gerry Sutton, for Northwest Territories Indian Brotherhood, and Metis Association of the Northwest Territories;

Mr. John Bayly and
Miss Lesley Lane, for Inuit Tapirisat of Canada, and The Committee for Original Peoples Entitlement;

Mr. Ron Veale and
Mr. Allen Lueck, for The Council for the Yukon Indians;

Mr. Carson Templeton, for Environment Protection Board;

Mr. David H. Searle, Q.C. for Northwest Territories Chamber of Commerce;

Mr. Murray Sigler and
Mr. David Reesor, for The Association of Municipalities;

Mr. John Ballem, Q.C., for Producer Companies (Imperial, Shell & Gulf);

Mrs. Joanne MacQuarrie, for Mental Health Association of the Northwest Territories.

I N D E X

	Page
WITNESSES FOR M.V.P.I.:	
J.S. MERRETT	
R.W. PRITCHARD	
- In Chief	27574
- Cross-Examination by Mr. Bayly	27612
- Cross-Examination by Mr. Veale	27638
- Cross-Examination by Mrs. MacQuarrie	27640
- Cross-Examination by Mr. Sigler	27648
Dennis LOWING	
Dallard Francis RUNGE	
- In Chief	27665
EXHIBITS:	
725 "Warm Water Testing, Spread No. 5, M.V.P." by Foothills	27574
726 Qualifications & Evidence of Messrs. Merrett & Pritchard	27577
727 "Effect of Changing the Duration of Pipeline Construction on Selected Variables" by M.P.S. Associates, Feb./76	27578
728 Qualifications & Evidence of Messrs. Lowing & Runge	27695
729 Brief re Housing in Mackenzie Valley & Great Slave Region, August, 1976	27695

Yellowknife, N.W.T.

August 26, 1976.

(PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

MR. SCOTT: Mr. Hollingworth, you have something you want to begin with?

MR. HOLLINGWORTH: Yes, Mr. Commissioner. Before Mr. Scott proceeds with his witnesses I'd like to file a document entitled:

"Warm Water Testing, Spread No. 5, Mackenzie Valley Pipeline,"

prepared by Foothills Pipe Lines, July 1976.

MR. SCOTT: Are you in a position to circulate copies of that, Mr. Hollingworth?

MR. HOLLINGWORTH: I have no copies, I'm afraid.

MR. SCOTT: All right.

("WARM WATER TESTING, SPREAD NO. 5, M.V.P.," BY FOOTHILLS MARKED EXHIBIT 725)

MR. SCOTT: Mr. Commissioner, the next panel is called by Commission counsel; on your left is Mr. J.S. Merrett; on your right is Mr. R.W. Pritchard, both of M.P.S. Associates Limited. Both have been sworn.

J.S. MERRETT,

R.W. PRITCHARD, sworn:

DIRECT EXAMINATION BY MR. SCOTT:

Q Mr. Merrett, I understand that you're a B.A. and an M.A. in economics from the

University of Manitoba in 1954 and 1963 respectively.

WITNESS MERRETT: Correct.

Q Yes, and that from 1954 until 1960 you were an economist and market analyst with Canadian Industries Limited and the Ford Motor Company in Montreal and Toronto, and in the course of that work you were responsible for the analysis of trends in the economy with particular reference to the market for consumer goods.

A Yes.

Q That from 1960 to 1965 you were the director, Industrial and Commercial, Economic & Market Research for the Governm ent of Manitoba, and in that position you were an economic advisor respecting industrial commercial transportation and trade matters.

A Yes.

Q And also in that position you developed and co-ordinated economic and research aspects of the Manitoba Government's industrial and related regional development programs.

A Yes.

Q That from 1961 to 1963 you were the secretary and associate research director to the Committee on Manitoba's Economic Future and in that position you co-ordinated the research program of the various economic sectors of the province.

A Yes.

Q That from 1965 until 1971 you held various positions with Hedlin,

Menzies & Associates Limited, leading to your appointment as executive vice-president and general manager in 1968.

A Yes.

Q And that after 1971 you were a founder of M.P.S. Associates Limited, your present occupation.

A Correct.

Q And I understand that in the course of your experience, you have done the -- you have participated in the projects and the studies and the analyses that are set out in your curriculum vitae on page 2, which is page 9 of the appendix.

A Correct.

Q And you belong to the associations that are listed as well on that page.

A Correct.

Q Mr. Pritchard, you were born in Ontario but received your Bachelor of Arts in economics at the University of Northern Dakota -- of North Dakota in 1965.

WITNESS PRITCHARD:

A Yes.

Q And that from 1965 to 1966, you were a statistician in the Economics & Business Research Branch, the Manitoba Department of Industry & Commerce, and your duties there included statistical analysis for various location feasibility studies undertaken by that department.

A Yes.

Q That from 1966 to 1967

you were a forecast demand analyst with Standard Oil of British Columbia, located in Vancouver.

A Yes.

Q 1967 to 1971 you were research economist, Hedlin, Menzies & Associates Limited, and in that capacity you participated extensively in a wide range of projects with emphasis on transportation and industry feasibility studies.

A Yes.

Q And there, I presume, you met Mr. Merrett, so that both of you could go off and form in 1971 M.P.S. Associates Limited.

A Yes.

Q And do I understand that a list of some of the projects and analyses in which you have participated is set out in pages 10 and 11 of your curriculum vitae?

A Yes.

Q And that you belong to the associations that are shown on those pages?

A Yes.

MR. SCOTT: Now, Mr. Commissioner, the curriculum vitae is attached to the transcribed evidence, and I would ask first of all that the transcription of the evidence should be made an exhibit. I'll provide a copy to Miss Hutchinson.

(QUALIFICATIONS & EVIDENCE OF J.S. MERRETT AND R.W. PRITCHARD MARKED EXHIBIT 726)

MR. SCOTT: Now, Mr. Merrett, you were asked by Commission counsel staff to prepare

a report for it under the general title,

"Effect of changing the duration of pipeline construction on selected variables."

Is that correct?

WITNESS MERRETT: Yes.

Q Yes, and I take it that you did prepare a report of some 94 pages.

A Correct.

MR. SCOTT: Mr. Commissioner, this report of some 94 pages has been circulated some time ago to all counsel, and I would ask that it be made the next exhibit.

("EFFECT OF CHANGING THE DURATION OF PIPELINE CONSTRUCTION ON SELECTED VARIABLES" BY M.P.S. ASSOCIATES, FEBRUARY 1976, MARKED EXHIBIT 727)

MR. SCOTT: Are your microphones on there? You may have to pull them towards you a bit. I would ask that this report be made the next exhibit. I have a copy for Miss Hutchinson.

Q Now, I take it that your transcribed evidence, which I'm going to ask you to read, is a summary of your report with some additions.

A This is correct.

Q Well, would you begin, please?

A I will.

We've extracted this summary in four sections from the report prepared for the Commission staff, which you mentioned, in February of 1976, and at the request of the Commission staff, we have added in section five, some comments on our views on the nature of possible community impacts.

Now, although we both worked on the entire report, I will discuss with you sections one to three and Mr. Pritchard, section four.

First Approach and methodology. In undertaking the assessment it was recognized that changes in the length of time it will take to construct the pipeline could be accounted for in a number of ways, such as,

1. The number of pipeline spreads could remain constant, but the effort per spread could be increased or reduced.
2. The effort per pipeline spread could remain constant but changes in the duration of construction could occur because of an increase or decrease in the number of spreads. And,
3. The same effort and number of spreads could be maintained but the duration of construction could be varied by assuming a longer or shorter construction season.

Each of these was examined and based on the application and supporting documentation, it was considered that numbers one and three would not permit a variation of much more than plus or minus 20 percent in the basic parameters included in the

application. Variations much greater than this would necessitate a fundamentally different approach to building the pipeline. As we had been requested to proceed by assuming a process of building a pipeline as described in the applications as a base case, our study concentrated on the second way, that is the effort per spread would remain constant and the changes in duration of construction would occur through increasing or decreasing the number of spreads each season.

A base case and the three alternative cases developed for the purposes of this analysis are defined as follows:

The Base Case: This is the application of Canadian Arctic Gas Pipelines Limited. The pipeline itself will be constructed over three winters. The first two in the valley using six spreads each winter and the third on the coast using five spreads. The total construction period will take seven years. Gas flow will commence from the delta in the fall of year four and from Prudhoe Bay in the fall of year five.

Our case number one. This case presumes that the pipeline will be increased to four winters, the first three in the valley, using four spreads each winter and the fifth on the coast using five spreads. The total construction period will take eight years. Gas flow will commence from the delta in the fall of year five and from Prudhoe Bay in the fall of year six.

Our case number two. This case presumes that pipelaying will be increased to five

winters. The first four winters in the valley using three spreads each winter and the sixth year on the coast using five spreads. The total construction period will take nine years. Gas flow will commence from the delta in the fall of year six and from Prudhoe Bay in the fall of year seven.

Our third case. This case presumes that pipelaying will be reduced to two winters and that construction will take place in the valley and on the coast simultaneously. During the first winter there will be six spreads in the valley and three on the coast. During the second winter there will also be six spreads in the valley but only five on the coast. The total construction period will take seven years. Gas flow will commence simultaneously from the delta and Prudhoe Bay in the fall of year four.

For each of the alternative cases, by using the methodology described in our report, an analysis was made of what would happen to five sets of variables as a result of varying the duration of construction. First, labour force, the portion that's skilled, semi-skilled and unskilled.

Second, machinery and equipment required on the right-of-way.

Third, the number and size of camps.

Fourth, the number and capacity of tugs, barges and other kinds of logistics support vehicles. And fifth, materials and supplies, pipe, fuel, methanol, groceries and miscellaneous.

Two, study results. The results have been assembled into eight exhibits and two charts to show what would happen to the five sets of variables if the period of pipeline construction were changed.

Now, because of what we felt was the complexity of reading the evidence and looking at the charts at the same time, we've prepared transparencies and with your permission, Mr. Pritchard will display these and I'll point out some of the numbers that are referred to in the text.

THE COMMISSIONER: Fine.

A Thank you. Would you put up exhibit one, please?

Now, exhibit one shows the man-months of effort required in the study region during the period of pipeline construction. I'd like to explain, before we start, that the total set up of all of the exhibits is approximately the same and we've used a period of nine years which we've defined --

THE COMMISSIONER: Excuse me.

A Yes sir?

THE COMMISSIONER: I'll just go and sit over here where I can see the charts.

A We've used a period of nine years which we've called the construction period. We've chosen this to represent the length of time that is required in our longest assumption of duration, that's case number two, five winters, and this is the time that would be required in that case to complete all

of the compressor stations in the application for which formal dates for completion have been assigned, that's stations M-5, M-10 and M-14. This would happen during the fourth operating year.

Now, in the case of Exhibit one, they have also included a preliminary year. During the fall of that year, there would be some initial survey take place. This is the only exhibit in which we have bothered including the preliminary year.

MR. SCOTT:

Q Mr. Merrett, the figures that are shown on that chart are man-months required for each of the assigned jobs as spaced out on a nine year scale?

A Yes sir.

Q All right.

A Now for each of the cases that we show in this exhibit a total of about 105,300 man-months of effort will be required. Of this total, about 70,700 man-months or 67% would be for pipe laying and directly related effort and some 30,800 man-months or 29% will be for compressor station construction and the balance of some 3,800 or about 4% will be for indirect transportation within the region.

As illustrated in exhibit one, the effect of changing the duration of construction is significant in terms of effort required in individual years. For example, the total annual effort peaks in year four of the base case at 28,706 man-months. In peaks in year five of case one where we have assumed four winters at 24,444 man-months, some 15% lower than the base case. It peaks in year six of case two, assuming five winters at 22,544 man-months, some 21% lower than in the base case.

On the other hand, it peaks in

year three of case three, assuming two winters at 37,546 man-months about 31% higher than in the base case.

Except in the last case, pipe laying effort peaks a year before the peak in total effort. You can see pipe laying is the top line in each case. The variation from the base case are proportionately much greater. For example, in case one, pipe laying peaks at 17,075 man-months, some 30% below the 24,310 man-months in the base case.

In case two, it peaks at 13,501 man-months about 45% below the base case. In case three on the other hand, it peaks at 31,483 man-months some 30% higher than the base case.

Put on chart one please. Chart one is simply a graphic presentation of exhibit one showing exactly the same data. You can see from this chart how the effort stretches out and lays down. The peak of the coastal pipe laying effort remains the same in the base case and the first two cases. But you can see the effect of combining the two coastal and the valley at the same time in the case of case three.

Put on exhibit two please.

THE COMMISSIONER: Excuse me.

A Yes, sir.

Q Could you put that up again please?

A Yes.

Q You people are very familiar with this. Do you want to explain that again?

A Well, if you'll notice

-- Ron could you point out the year four or five in the base case. There -- over one more year. There. Now, down one. That's it. That's the coast. Now, if you go to the next exhibit or the next -- case one. That's the coast again. If you go down to the third one, case two, there is the coast again. Now those are all approximately the same because we've assumed the same number of spreads.

Q I see. You're really representing graphically the information in exhibit one.

A In the exhibit one, exactly. Just to show you what it looks like.

MR. SCOTT: Mr. Merrett, just so it's clear, the point that you are making is that the three cases that you have considered do not involve any alteration in time or effort for the coastal route and therefore the deviations that you show relate to construction in the valley and not to construction on the coastal plain?

A Exactly. Now, would you put on exhibit two please? This exhibit two shows the number of personnel required for construction during peak work periods. The method for translating man-months of effort to number of personnel during peak work periods is explained in our report. But this exhibit reflects that and it is in numbers of people. The format is approximately the same as in exhibit one. You can see again we have the nine year construction period.

However, in the chart we have shown the period during which pipe laying would actually

take place. You can see in the base period it's from year three to five. We've also show the year during which--

THE COMMISSIONER: Sorry, I just want to orient myself on this thing. You've said in the base case pipelaying is year 3 to 5.

A Yes.

Q Well, where is that on --

A There to there.

Q Oh, I see. Right, right.

A And in case 1, pipelaying is from year 3 to year 6; in case 2, pipelaying is from year 3 to year 7; and in the last case, pipelaying is just during years 3 and 4.

MR. SCOTT: Q So the lines under the words "pipelaying" indicate the duration of pipelaying on the base case and on the suppositions that you've made.

A Yes. Now, also to assist in the assessment we have on the right of the chart shown the average number of workers that would be required, initially during the pipelaying period, which we've just described, which is the three years underlined in the base case; the four years in case 1; the five years in case 5, and the two years in case 2.

We have then also --

THE COMMISSIONER: Sorry, would you just repeat that again? I don't know what the matter is this morning, but it's kind of hard to get into the thick of this.

A The average, if you'll refer to the base case, the average required for the pipelaying to be shown there is the average of the

number of personnel required in year 3, year 4, and year 5. Now, in the case of the average required to gas flow from the valley, it's the average of year 1 to year 4 inclusive; in the case of gas flow from the coast, it's year 1 to year 5 inclusive; we put these in just to show the average number of personnel that would be working in the area during the period in which the activity was actually going on.

Q Yes, I follow you.

A That is just compressor construction.

MR. SCOTT: Q Those figures for the base case are predicated on Arctic Gas' application?

A Yes sir.

THE COMMISSIONER: Everything you've done is predicated on the Arctic Gas' application.

A Yes sir.

MR. SCOTT: All right.

THE COMMISSIONER: And that's pre delta crossing .

A Yes. Well, as can be seen in Exhibit 2, if the period of pipeline construction is extended, it will have a significant effect on the annual work force required in the valley, but not on the coast. As the construction of the coastal pipeline is always presumed to take place in the year following the completion of the pipeline in the valley, the work force required on the coast does

not change significantly.

As the pipelaying construction period is lengthened in the case of the valley, the number of personnel in the work force in the valley declines in both the winter and summer, on average or for a typical year. The typical year can be considered as the year pipelaying starts or the year prior to gas flow.

THE COMMISSIONER: Excuse me, Mr. Merrett. What page are you reading from now?

A Page 6.

During this year the winter work force declines from 4,025 in the base case to 2,743, or by 32% in case 1; and to 2,132 or by 47% in case 2. The summer work force also declines, but by a much smaller amount, from 2,104 to 1,728; and 1,494 respectively.

In case 3 where it is assumed the pipeline in the valley and on the coast will be constructed simultaneously in two seasons, the winter peak work force would increase to 6,001, and would be some 40% or some 1,746 more than during the winter peak of the base case. However, during the peak summer period the shortened construction period would require a work force of 2,420, only some 6% or 139 more than the summer peak in the base case.

Now, would you put on chart 2, please? Now this is from the report and this is again a graphic presentation of Exhibit 2. It shows us what we have just seen in the exhibit.

The numbers on the left are numbers of personnel required. The difference here is that we have isolated or shown separately the numbers of personnel that would be required in the Mackenzie Valley and the number of personnel that would be required on the coast.

MR. SCOTT:

Q And the upper left-hand corner is the base case; the upper right-hand corner is four winters.

A Yes.

Q The bottom left-hand corner is five winters.

A Yes.

Q And the bottom right-hand corner is two winters.

A Yes.

O.K., can we go onto Exhibit 3, please? This exhibit shows the number of personnel required for construction by skill group during the peak winter work periods. Again it's set up on identical format to the earlier exhibits with the total 9-year period, and although we haven't indicated the actual time of pipelaying, it is the same as in the previous exhibit, and we've shown the average on the right, people that would be required by skill group during this pipelaying period. Again the methodology is described in our report.

Now, it can be seen from Exhibit 3 that the average number of workers required in the winter seasons by skill group during the pipe-

laying period is quite different, depending upon the duration of the pipelaying period. However, as the amount of work required in total is about the same, regardless of the duration of the pipelaying period, the proportion of skills remains the same in total for each case. That is approximately 56% of the labor required is skilled; 31% semi-skilled; and 13% unskilled.

In the base case and in the two cases assuming a stretch-out in pipeline construction, the total requirements for skilled, semi-skilled and unskilled workers for the year of pipelaying in the coastal region is at or is close to the peak and shows an identical pattern regardless of the construction period. That is 2,448 skilled workers; 1,279 semi-skilled; and 528 unskilled.

With respect to pipelaying in the Mackenzie Valley, in each case the peak occurs in the year preceding construction of the coastal segment. Although the requirements for skills in the valley remain proportionately the same, the number required is quite different depending upon the length of construction. For example, between the base case, assuming three winters of pipeline construction and case 2 assuming five winters of construction, the demand for skilled workers declines by 37% from 2,313 to 1,455. The demand for semi-skilled workers declines 43% from 1,281 to 731. The demand for unskilled workers declines by 41% from 512 to 302.

In the case of a shortened construction period, the peak demand for skilled workers would increase to 3,237 or by 40%over the base case. This comparies with an increase to 1,929 or by some 51% for semi-skilled workers and to 835 or by 63% for unskilled workers.

Q Now Mr. Merrett, stopping right there, the definition of "skilled", "semi-skilled" and "unskilled" that you've utilized in the three assumptions are the same I take it as have been utilized in the base case?

A Yes. Yes, there's been no change at all. Could we go on to the next exhibit, four please? This exhibit shows the number of personnel required for construction by skill group during the peak summer work periods. The exhibit is identical to the one you've just seen for the winter. It can be seen

from this exhibit that during the summer season, just as in the case of the winter season, the average number of workers required by skilled groups during pipelaying is quite different, depending upon the length of the construction period. Also as in the case of the winter season, the effort needed to complete all construction remains about the same. Consequently, the proportion of skills remains the same for each case at approximately 61% skilled, 27% semi-skilled and 12% unskilled.

When one examines the peak summer season, a quite different pattern emerges. In the base case and the two cases assuming an extension of the number of years required for construction, the peak summer period occurs during the last year of pipe laying in the valley. In case three, assuming a two year construction period, it occurs during the first year of pipe laying. Regardless of the number of years assumed for construction however, the total summer work force changes little compared to that in the winter. It ranges from a low of 2,200, that's in case two with five winters, to a high of 2,420, assuming two winters -- a difference of only plus or minus 5% from the longest to the shortest construction period.

In the peak years of the base case and the two cases assuming a longer construction period, there is no significant change in the number or proportion of skilled, semi-skilled or unskilled workers required. The numbers range from 1,422 to 1,466 skilled workers; 552 to 577 semi-skilled workers and 226 to 238 unskilled workers. The major differences occur in the

build up to the peak which becomes more gradual as the construction period is extended. The pattern of decline from the peak to the end of the construction period does not change regardless of the construction assumption.

Q Hold it now Mr. Merrett just there so I will understand. Do I take it as a general conclusion, subject to the precise observations you've made that it follows therefore that in your extension models, there are reasonably dramatic changes in personnel requirements in the winter season but not nearly as dramatic changes for the summer season?

A Exactly.

Q Right.

A One could go so far as to say the summer changes are marginal.

Q Yes.

THE COMMISSIONER: That is so throughout the -- did I follow you?

A Yes.

Q That is so throughout?

A Yes. However, I now will go onto my -- with one exception.

MR. SCOTT: Mr. Merrett, could you just bring your microphone just a touch closer and lift it up a bit perhaps? That's it.

A Is that better?

Q Yes.

A O.K. There is one exception and that is the situation is quite different if the construction period is shortened to two winters. Under

this assumption if one compares the characteristics of the shortest construction period with the longest construction period during the peak summer, the requirements for skilled workers would decline slightly from 1,422 to 1,387 or by about 3% whereas the requirements for semi-skilled and unskilled workers would increase significantly to 697 and 336 respectively or about 26% and 49% so that the comments with respect to the lack of effect when you extend the construction period are right. However when you shorten it, there is this change. However the change is only with respect to semi-skilled and unskilled workers.

Could we go on to exhibit five please. Now, exhibit five shows the volume of spread and compressor construction contractor equipment and camps in place on the right-of-way expressed in thousands of tons and the format is basically as in the previous exhibits. The -- with the exception that we have combined the years because we wanted to bridge the seasons. In other words, the winter seasons. Now, at the right-hand side, we have also showed the average volume that would be in place in the valley and on the coast up to the period of gas flow.

Q And the first item under each head is pipelaying contractor equipment, second item is pipelaying spread camps, expressed, I take it in -- in what?

A Thousands of tons.

Q Yes.

A All of this is thousands of tons.

Q And compressor equipment and camps is the third item.

A Also in thousands of tons.

Q Yes.

A Yes, and they all are exactly the same, so the comparisons can be made.

Now, it can be seen from this exhibit that the average volume of equipment in camps, in place each winter, from the beginning of construction to the start of gas flow, from both the valley and the coast declines substantially as the period of construction is lengthened.

Based on the application, that is the base case, an average of 54,200 tons of equipment in camps will be in place each year from the start of construction until the start of gas flow from the delta. This will decline to an average of 36,100 tons, or by 33 percent in the case one. It will decline further to 27,100 tons or by 50 percent in case two. In case three on the other hand, the volume of equipment and camps in place will increase to an

average of 76,700 tons or by 42 percent above that for the base case.

The decline in the volume of equipment in camps, which occurs as the construction period is extended is entirely due to a lessening in the annual requirements in the Mackenzie Valley. As it has been presumed that the coastal pipeline would be constructed in one year, for cases one and two, the volume of equipment in camps related to pipelaying in that region would remain the same at approximately 42,500 tons.

If the total pipelaying construction period in the valley and on the coast were to be shortened to two years, the volume of equipment in camps related to pipelaying would average 72,700 tons for each year. Of this amount, approximately 51,000 tons would be in place in the valley and the remaining 21,700 tons would be in place on the coast, assuming the coastal portion is constructed over two years.

The volume of equipment in camps required for compressor installation would be much smaller than that for pipelaying. It would be in place over a period of four years, regardless of the duration of construction of the pipeline. At the peak, the volume related to compressor construction would be about 10,800 tons and over the four year period it would total approximately 23,500 tons.

Could we refer to exhibit six please?

Now, I appologize for this exhibit, both in our evidence, our report and on the screen, however, we just couldn't find any other way that we saw reasonable to show it all, except in this way.

WITNESS PRITCHARD: Perhaps I could just clarify the illustration by saying that it's set up under pipelaying and related camp sizes, 29 man capacity or 100 man capacity, or 800 man capacity, installing compressors and total number of camps and then the capacity of the camps in terms of number of men.

WITNESS MERRETT: Now, what that means, if you look at the winter of year one, is that during the winter period there would be six camps in place and these would have a capacity in total for 600 men, each camp an average of 100.

Going on to the summer of that year, you'd have a total of 18 camps in place with a total capacity of 1,320 men for all 18, and this is what we've shown in each case. Again, it's for the nine year period, and if you'd move the chart over a bit please, on the right again, we show the average required gas flow from the valley in the winter and the summer.

Now, it can be seen from this exhibit that there will always be more camps in place in the summer than in the winter. However, because pipelaying itself takes place during the winter season, the overall capacity of the camps in place in the winter

will always be double that in place in the summer.

The exhibit also shows the effect of assuming an increase or decrease in the period of pipeline construction. For example, if the period of pipelaying is increased from three to five winters, the average number of camps during the winter season will decline from 17 to 11 and the total capacity will decline from 3,610 to 2,390 or by about 33 percent. Under the same circumstances, during the summer season, the average number of camps would decline from 21 to 14 and their total capacity would decline from 1,670 to 1, 113 or by about 33 percent.

If the construction period is shortened to two winters, and that's the bottom, requirements for camps and their capacity goes up significantly but only in the winter. For example, in the winter it would increase to 19, with a capacity of 4,685 an increase of 30 percent over the base case. During the summer season however, the number of camps required would increase to 23 with a total capacity of 1,795, an increase of only 7 percent over the base case.

During the peak winter season in the valley in the base case, the required camp capacity would be approximately 6,400.

Under case one, peak capacity would drop to 4,800. Under case two it would drop to about 4,000. On the other hand, a shortening of the overall pipelaying construction period to two winters under case three would mean an increase in the total

camp capacity required at the peak to 8,160. But only some 5,500 of this capacity would be required in the valley, the balance would be on the coast.

The summer peak capacity required in the valley, in the base case, is about 1,920. It would decline somewhat, but only to between 1,560 and 1,580 if the construction period is extended for either three or four winters. On the other hand, it would increase to some 2,660 if the construction period is shortened to two winters.

On the coast, the capacity required would change little, regardless of the extent of the construction period, remaining at about 3,500 during the peak winter period and less than 1,000 during the summer.

Could we turn to the next exhibit please, number seven.

This exhibit shows the numbers and capacities of tugs, barges and semi-trailers required for off-site logistics support for pipeline and compressor materials and equipment. Now this is the logistics support that's required to bring the pipeline and compressor materials and equipment up to stockpiles by wharfsite. It does not include moving the materials, supplies, and equipment out along the right-of-way which we have included in pipelaying activity itself.

Again, the exhibit is set up in the same way as the previous exhibits. The first four lines of each case show the number of vehicles, first tugs, then barges, then semi-trailers, and then the total number. Underneath that is the capacity of all of those vehicles. In other words, in year 2, the 162 vehicles that would be required have a capacity of 127,400 tons.

Again, on the right of the exhibit we have shown the average number of vehicles and the average capacity that is required to the start of gas flow from the valley.

Now it can be seen from Exhibit 7 that in the base case, during the three years up to the start of gas flow in the valley, it would require approximately is tug-barge sets or 90 barges, and 55 semi-trailers for logistics support, all with a combined capacity of 136,200 tons. For our study it was assumed that every ton of materials and supplies and equipment is hauled on

new transport equipment brought into the study area for that purpose, it does not allow for the utilization of existing excess capacity already in place in the region, nor for any additional capacity that might be brought in by entrepreneurs in anticipation of the requirements of pipeline construction.

Now, if the pipeline is constructed over four winters, that is case No. 1, then the number and capacity of vehicles would decline by about 24% to approximately 11 tug-barge sets, 69 barges, and 42 semi-trailers, all with a combined capacity of 104,400 tons. This is an amount close to the peak capacity for the requirement for transport related to the pipeline in the valley and only some 14% below the capacity of the requirements related to the construction of the pipeline on the coast.

If the pipelines were constructed over five winters, that is case 2, then the number and capacity of vehicles would decline by about 39% to approximately 9 tug-barge sets, 55 barges, 34 semi-trailers, all with a combined capacity of 83,500 tons. As in case 1, this is an amount close to the peak capacity for pipeline construction in the valley, but it is some 30% below the peak capacity required for pipeline construction on the coast.

Now if the pipeline construction period were to be shortened to two winters, that is case No. 3, then the number and capacity of the vehicles required would increase by about 40% to

approximately 21 barge sets; 126 barges; 80 semi-trailers, all with a combined capacity of 190,800 tons.

Could we go on then to the last Exhibit, No. 8, please? Now this exhibit shows the volume of construction materials and supplies moved into place at stockpiles. Again it's been set up in an identical manner as the previous exhibits.

It can be seen from Exhibit 8 that the volume of materials and supplies that would have to be moved into place each year up to the start of gas flow from the Mackenzie Delta declines significantly as the period of construction is lengthened. Based on the application, an average of 635,300 tons of materials and supplies must be moved within the study area to stockpiles each year from the start of construction until gas flow. This will decline to an average of 476,600 tons per year or by 25% in case 1, assuming construction is extended over four winters; it will decline to an average of 381,200 tons or by 40% in case 2, assuming construction is extended over five winters.

On the other hand, it will increase to an average of 929,700 tons per year or by 46% in case 3, assuming the pipeline construction period is shortened and takes place over two winters. The decline in the volume of materials and supplies which occurs as the construction period is extended is due entirely to a lessening in the volume of

requirements each year in the Mackenzie Valley. If the pipelaying construction period were to be shortened to two years, that's case 3, the peak volume of materials and supplies required would occur in year 2, at 956,400 tons. Of this amount, approximately 689,000 or 72% would be related to the pipe being laid in the Mackenzie Valley.

That's the end of our exhibits, but a few concluding observations.

The approach followed in generating the foregoing results is one that we consider consistent with the application of Canadian Arctic Gas Pipeline Limited. It assumes the same size and configuration of spread as in that application, plus the same right-of-way, approach to construction, logistics and productivity. Perhaps most important it presumes exactly the same pattern of activity and activity schedule for each spread per season. Our assessment of the application and supporting documents indicated to us that this package of activity is consistent with industry practices, given the environmental constraints imposed by the geography and climate of the region.

The entire question of pipeline construction is completely dominated by pipelaying itself. It does not appear that this particular piece of activity can be altered significantly, and alterations in the other really peripheral pieces of activity will not substantively change the basic pattern of spread-related activity.

Under these conditions in our view a meaningful evaluation of changing the period of construction is one which supposes that a different number of spreads are put in place each season. It is this adjustment we have made in our study. Under it, the major deviations in the basic application is the change in the season to season work schedule of the spreads which we have presumed to be operating each year. To the extent possible, we have maintained a logical flow from one season to the next, so that the major camps of a particular contractor would be moved the least number of times and so that each contractor could plan their respective civil works in an optimum manner.

That's the end of our statement, on this part.

Q Mr. Pritchard?

WITNESS PRITCHARD: Yes, Part IV presents our comments on community impact. The impact of the pipeline on communities in the Mackenzie Valley will be affected by many aspects of construction, and not just duration. However, to illustrate what changing duration might do, we present the following comments for consideration. These are entirely subjective and although we have used Fort Good Hope to focus the discussion, the results could be applied to other communities. The comments are grouped under nine impact areas, and are by no means an exhaustive list.

The first area, population.

It is presumed that the construction camps operating in the vicinity of this or any community would be kept isolated and construction workers would not affect community population either as transients or temporary residents. Additional government personnel may become temporary residents of a community for the purpose of providing consolidated services in respect to pipeline employment, and for monitoring socio-economic impacts on the community. An off-setting factor to the foregoing population increase would likely be an out-migration of local residents joining the pipeline work force who would reside in construction camps while on the job. Overall, given a three-year construction program, because of the seasonal employment and the relatively short construction period, it is unlikely that the total permanent population of the community would be affected appreciably.

With a tretch-out in the pipeline construction program it is possible that the community's population could be reduced. Residents who became part of the pipeline work force would have a longer exposure to the wage economy and a longer period to upgrade work skills through on-the-job training. The trend would be to increase the mobility of those who had joined the pipeline labor force. With increased mobility, some residents may be attracted to communities offering a broader wage employment base than currently exists in the Fort Good Hope community. The resulting effect on Fort Good Hope could well be a net decrease in population.

The second area, labor force. Given a three year construction program it is unlikely that the community's labor force will change to any significant degree.

With a sufficient stretch out in the pipeline construction program it is likely that the working age group representing the labor force in the community will decline as members of the labor force migrate out in seeking continuing wage employment and more attractive labor markets.

Area three, employment. Given a three year construction program, more residents in the working age group will become employed. There could be a significant increase in wage employment directly in pipeline construction and in related occupations. At present, in terms of man-year availability, approximately 25% of the community's working age group of residents are employed. Given the seasonal nature of pipeline and

related work plus the inclusion of housewives and some school aged children in the working age population, it is likely that employment could increase perhaps to 35% of the working age population.

Given a stretch out in the pipeline construction program, it is likely that employment could be increased above that level anticipated for the three year program. Familiarity with wage employment and the attraction of the amenities made available from wage employment over the longer period might tend to draw more of the working age population into wage employment.

The fourth area of impact, wage levels. Now given a three year pipeline construction program, wage levels will probably rise. The increase in wage levels will result from (a) pipeline wage rates of up to 50% higher than wages currently offered in the community and (b) an increase in existing wage levels as a result of competition between the existing job market and the pipeline. As a result of these two factors, the overall wage level in the community could increase by some 35% to 40%.

Given a stretch out in pipeline construction, the effect on wage levels will become more pronounced if competition for labor between existing and pipeline employment will be more intense over a prolonged period. The result of increased opportunity for longer pipeline employment, competition from local labor demand and an increase in labor force participation primarily in response to pipeline demand could

raise the overall relative wage levels by perhaps 40 -45%

The fifth area, traditional income. Given a three year pipeline construction program, the seasonal nature of pipeline work and the number of residents anticipated to be employed on the pipeline will all work together to reduce income in kind. However, it is felt that the relatively short pipeline program and employment and resulting wage levels are of too short a duration to have a dramatic impact on consumer habits within the community itself. Residents will likely maintain close to the existing levels of traditional activities with a view to future security.

Under a longer pipeline construction program, a more pronounced shift from traditional to wage economy could well take place. The result of such an accelerated transition could cause income in kind to be reduced by some 50% over present levels, substituting "store bought" goods in place.

The sixth area, housing. Given a three year construction program, it is likely that the impact on housing will be minimal. A few new units may be required for additional government personnel and some replacement units in response to higher income levels of the community resulting from pipeline employment.

Over a longer construction period, demand for housing will not be for additions to the stock of housing but for upgrading the existing stock through replacement. The anticipated net outflow of population resulting from increased labor mobility could well reduce the demand for numbers of houses. Instead,

the increased income level of the community and attendent change in consumption patterns would likely create a demand for better quality and perhaps larger houses.

The seventh area, social assistance. Over a three year construction program, social assistance can be expected to decline in the order of 20-40%. The availability of seasonal wage employment to supplement traditional activities will tend to become a substitute for social assistance.

Given a stretch out in pipeline construction, social assistance on a per capita basis could possibly increase. The family function will be altered due to increased wage employment, increased labor mobility and a decline in traditional activities. Some members of the working age population will likely migrate out of the community leaving dependents (handicapped, elderly and other dependents within the family groups) without the same level of support such as sharing of income in kind harvested by active family members. Many of these dependents could be left without any support and have to rely on social assistance.

The eighth area of impact, local business. Over a three year construction program, local business will most likely meet increases in local demand for goods and services from existing capacity. The attraction of pipeline employment will probably draw some labor from existing employers and to meet the situation local businesses will have to increase wages. The increased labour cost will likely be pushed forward in terms of higher prices for goods and services supplied by

local businesses. It is inlikely that local business will expand significantly in response to direct pipeline demands for goods and services. As a result any increase in business activity will be in response to increase in local consumer demand arising from higher income levels and a small decline in traditional income.

Given a stretch out in the pipeline construction program, local business would have more time to expand their market and perhaps to include some aspects of goods distribution and service supply to the pipeline program. The stretch out would provide sufficient time with which to arrange financing for expansion, planning for meeting additional market demands and a far less abrupt return to a "normal" market situation.

The ninth and last impact area we are commenting on is government services. Given a three year construction program, it is likely that additional government services will be required in the areas of employment liaison and monitoring socio-economic effects of pipeline impact.

Over a stretch out in pipeline construction, there will likely be a need for additional government services over that required during the shorter construction program. For example, increased social assistance demands related to the longer program would require additional services, also the anticipated local business expansion related to the longer term will require further additions to services provided by government in respect to assisting in business development

through providing an advisory service for planning and obtaining financing.

In conclusion, the foregoing comments on community impact are of a speculative nature and the final magnitude of pipeline impact on the community could be lessor or greater, although we feel in the same direction as indicated.

Nevertheless, it will be appreciated from the foregoing that in our view, stretching out the pipeline construction could well create additional problems as well as providing additional benefits to communities.

Thank you very much sir.

MR. SCOTT: Thank you Mr. Pritchard.

Mr. Bayly.

THE COMMISSIONER: Well --

MR. SCOTT: Is it time for our break, Mr. Commissioner?

THE COMMISSIONER: I think this is a fairly densely packed presentation. I think we'll take a break for coffee before we ask him any questions.

(PROCEEDINGS ADJOURNED FOR A FEW MINUTES)

(PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

MR. SCOTT: Mr. Bayly, do you have any questions of this panel?

MR. BAYLY: I do sir.

CROSS-EXAMINATION BY MR. BAYLY:

Q Gentlemen, could I refer you to page 15 of your report, of your evidence, your prepared evidence.

Now, you begin your comments on community impact with the preamble in which you state that they are entirely subjective and can you tell me -- you go on to say that they are speculative. Did you apply some sort of theory that's been tested in any other situation for the forecast that you make in the comments on community impact?

WITNESS PRITCHARD: What we did in addressing ourselves to preparing these comments was to look at the material that Gemini North had prepared on community data. We took Fort Good Hope data and compared that with Fort Simpson data assuming that Fort Simpson had advanced in a transition to a wage economy beyond that which has occurred to date at Fort Good Hope. We then, against a background of the literature and anticipated impacts, interpretated between the two, the Fort Good Hope data and the Fort Simpson data. Also, we used our experience from the work we've done about four years ago on the regional impact of a large diameter gas pipeline in the Northwest Territories, where we did do a fair bit of quantitative work on pipeline wages and that sort of thing.

Q On what?

A Pipeline wages.

Q Right, now you said that you used the literature. Can you tell us what literature? Were you referring to the Gemini North study again, to the applications or to anything beyond that?

A The Gemini North material, the material that was done by Dr. Hobart for Gulf Oil, and I don't have a bibliography with me, but we have, in various projects covered a wide range of literature on the subject.

Q Did you look at other areas where projects are presently installed or being installed, such as Fort McMurray or Alaska?

WITNESS MERRETT: We did have a casual look at Alaska.

Q When you say a casual look, did you look at the literature or did you go over there?

A We looked at some of the literature on Alaska.

Q Right, and when -- so you looked at some of the literature. Can you tell me what your sources were there, or some of them?

A We used basically the original sources in Alaska, the studies done back in the early '70's when they were first looking at the oil pipeline.

Q Would those be the predictive studies?

A Yes, yes.

Q So, the impact studies, did you look at any of them, those that observed the impacts as they were taking place?

A We reviewed the impact study of the Department of Interior on the Arctic Alaskan gas and we also reviewed the impact study of the Federal Power Commission, who were also incorporating the El Paso.

Q All right. Now, those were predictive studies again, is that correct?

A Yes, except they do include some discussion of the -- some of the preliminary impacts of the Alyeska Oil Pipeline.

Q Now, what you have done then in interpreting that body of information is you have looked at the predictions made by the applicants in assessing what the community impacts will be?

A No, not entirely. The impacts with respect to the two documents I cited in Alaska are not those of the applicant. The impacts with respect to the original study that we did with Indian and Northern Affairs, back in the early '70's on the Mackenzie Valley, these were not part of the applicants. So, I would say no, it's a mixture of the applicant and independent studies.

Q And did you, before coming here, review any of the evidence before this Inquiry?

WITNESS PRITCHARD: Yes, we reviewed the transcripts on the community hearings and the earlier evidence, I believe dated back about a

year ago was presented.

Q And did that lead you to in any way change or qualify any of the conclusions that you had come to in your study?

A No, not at this stage.

Q And you say you just looked at the community hearing transcripts and the transcripts that took place prior to the commencement of the formal hearing in March 1975?

A Well, also, during the course of our study for this Inquiry, we did review the literature that the Commission has in Ottawa in their library and the literature within that library is far-ranging. It has the Alaskan material, it has all the Federal government reports, the Territorial studies and reports and the brief prepared by your Municipality Association here and the Native Associations also.

Q Right. Now, I take it that you made certain assumptions in predicting the impacts on the communities. You refer to one of those at page 15 and you say it is presumed that the construction camps operating in the vicinity of the community, meaning Fort Good Hope, I take it, would be kept isolated and construction workers would not effect community populations either as transients or temporary residents.

WITNESS MERRETT: Yes.

Q And that assumption is based on the assurances of the applicant that that is

their plan.

WITNESS PRITCHARD: That is correct, but I put in a bit of a qualifier here and what we're talking about is a small community such as Good Hope, which I don't believe has been designated as an impact, a major impact, service center type of community.

Q You've made that assumption though, that what is in the application will in fact be able to take place.

WITNESS MERRETT: Yes.

Q Now, you say as well, on page 15 and 16 in referring to whether a three year construction period or a longer one should be involved in the construction of the pipeline. You state that if the pipeline construction were extended it is possible that the community's population could be reduced as people would be more exposed to the wage economy and they would have more time to upgrade skills so this would result in increased mobility.

Now, you believe in a three year construction schedule this won't happen. What's the difference between a three, four and five year construction period in your evaluation and --

WITNESS PRITCHARD: Well, really, what we're looking at is our base case from our presentation and our case two, which is the -- which is the longest stretch out and we feel that you have a period of perhaps five years where people could become employed in pipeline related types of work.

Q All right, well you've read the community hearing transcripts you've said.

A M-hm.

Q And in those transcripts various people have said that they've been exposed to wage employment before and some of them are still involved in it and some of them work in wage employment some of the time and pursue traditional pursuits. Some of them have been involved in it since the DEW line off and on. Is it from that source or what source that you distinguish between the three, four and five year periods that will suddenly change people's attitudes towards wage employment?

A We don't have a sound basis for that assumption; that is mere speculation.

WITNESS MERRETT: I think we might also say here that with respect to this section 4 generally on community impact, what we're really talking about here are generalizations representing extreme periods of time. A very short construction period and in our view, a fairly long period which would, as we pointed out on our exhibits, allow for a period of eight or nine years. It's impossible, from what we have done, from the detail we've examined, we feel, to make specific comments about what would happen to communities and what would not happen to communities.

Q Have you looked at the evidence of the applicants, notably Mr. Horte of Arctic Gas, who has said that it is quite possible that the construction of the pipeline would be followed by a looping program, if there were adequate supplies of gas, which might functionally create a construction period in the area of the extreme that you mentioned.

A Yes.

Q And have you considered the possibility that the gas pipeline may, as is expressed in the guidelines, be followed by an oil pipeline, a possible highway, a hydro transmission line?

A Yes, yes and I would

say that our comments here also would apply to that situation.

WITNESS PRITCHARD: But our comments when we talk about the impact in this example community, has just narrowly viewed the one pipeline project and the employment generated.

Q So it's valuable in the laboratory situation but if in fact this is the opening of a corridor, it may not be what the Community of Fort Good Hope can expect.

A That's right.

Q I gather your assumption on pages 15 and 16 that with a three-year program employment could increase perhaps to 35% of the working age population; but with stretch-out of the pipeline construction program, this could likely be increased with familiarity with wage employment. But you're basing that on the fact that in a community like Fort Good Hope you assume that people are not familiar with wage employment.

A Well, that again we go to our base data from the Gemini North material and that reflects the fact that Fort Good Hope's traditional income on a per capita basis is much higher than the Fort Simpson situation.

Q We've just had a witness give evidence this week, Mr. Button from Inuvik, who states that in his experience the number of people who left the High School in Inuvik and entered wage employment after a few years became disenchanted

with it, rather than familiar with it and attracted to the amenities available. Is that an experience that you've calculated in your comments on community impact?

A Not that one specifically. It was more the Gulf Oil experience where they found that the Community of Coppermine found the amenities made available through their employment with Gulf, encouraged them to maintain that employment.

Q And your experience with the Coppermine situation is confined to that Gulf Oil study? Page 17, on the subject of wage levels, you state that the increase in wage levels will result from (a) a pipeline wage rate of up to 50% higher than wages currently offered in the community, and (b) an increase in existing wage levels as a result of the competition between the existing job market and the pipeline.

Again we've had evidence this week from the Chamber of Commerce that states that in the opinion of those witnesses that will not be the case, that in fact it will be the longer hours that will increase the incomes of people far more than any increment in the hourly or monthly wage offered.

WITNESS MERRETT:

A I think we can say we agree. It's a combination of both.

Q All right, to what extent is it a combination of both, in your estimation?

A From what we have read about Alaska I think we feel that it would be

-- all we could say is that it would be more in the area of the longer hours rather than in the difference in the actual wage rates. Trying to define it more specifically than that, I --

Q Well, the Chamber of Commerce may again offer some assistance. They say that the way that a community-based business will be able to compete for employees with the pipeline is that they will lose employees to the pipeline and they will be able to pay the remaining employees overtime so that their wage, their gross wages for a given period of time will be in the neighborhood of those wages paid on the pipeline. Is that what you would predict? I notice your associate nodding his head.

WITNESS PRITCHARD: Could you repeat that question, please?

Q We heard from the Chamber of Commerce witnesses, I think it was Mr. Hinchey, that he predicted that community-based businesses might lose employees to the pipeline construction companies because they offered higher hourly wages, but that those community-based businesses would still have the same amount of work to do, and they would be forced to pay or would be willing to pay their remaining employees overtime to do the work that would have been done by the employees who migrated to the construction jobs.

A Well, that, I think, is consistent with what we said in our presentation.

If that is the case, you'd have the lesser number of people receiving a higher income level and doing the same amount of work that had been done, say, before the pipeline; and at the same time you have those people who left their present employers to work on the pipeline drawing additional income from the pipeline.

Q So would it be fair to say that on page 17 we should understand from increase in existing wage levels, increase in gross incomes even if the hourly wage does not change?

A Yes, I agree with that. Perhaps it should have been written as "income levels" rather than "wage levels".

Q Well, are we going to face the problem that the person who stays in his community and works for the business there will have to work more hours, perhaps harder, to earn the same money that his next-door neighbor will be earning on the pipeline?

WITNESS MERRETT:
A Definitely.

THE COMMISSIONER: Pardon, Mr. Merrett?

A I think that's true. I'll go further and suggest that I doubt very much if there would be many jobs in the communities where the hours worked could be or would be extended as long as they would be on the pipeline.

Q So you are not altogether prepared to subscribe to Mr. Hinchey's suggestion that

the people remaining in local business as employees would match the earnings of pipeline employees?

A No, I'm not. I think they would do better, most of them, than otherwise, but I don't think they would match them.

Now, the odd entrepreneur might. That's an exception.

MR. BAYLY: Q Now let's go onto the traditional impact, the comments you have made starting at page 17, and you state there that,

> "One of the factors that will induce people to remain in the traditional pursuits will be the seasonal measure of pipeline work."

Now, let's see if we have the same assumptions. Are you assuming that pipeline construction work will largely take place in the winter?

A Yes.

Q Can you tell me when you assume that hunting, fishing and trapping will largely take place? Let's take the three of them one at a time. You've read the community hearing transcripts?

WITNESS PRITCHARD: Yes. In this we realize that because of the migration pattern and the timing of the muskrat season and this sort of thing you have a sort of fall during the winter and spring type of season for these many resource activities. Also fishing. What this presumes is that there would be periods of rotation when the men are involved in pipeline work which would allow them some

time for resource harvesting during these periods.

Q So what you're saying about a seasonal nature is more of a rotation nature of the employment, not a seasonal one as we understand summer, fall, winter and spring.

A No, the labor material that we presented doesn't presume that when a person's in a camp he stays there during the full duration of the pipeline activity; but all the, say, six or 700 men can represent is that there are six or 700 men, bodies located in that camp at any one time but that the character of the individual changes all the time.

Q All right, but you are not suggesting that somebody would have to trap foxes in the summertime?

A No, definitely not.

Q Or that he would hunt his caribou when they weren't close to his community?

On the subject of housing, at page 18, you state that:

"Given a three year construction program, it is likely that the impact on housing will be minimal."

I gather the next submission we have is from the Northwest Territories Housing Corporation. Have you have an opportunity to read that?

A No, we have not.

Q Where did you get your information that would lead you to conclude that because of a three year construction program we would likely see minimal impact on housing?

WITNESS MERRETT: In a good part this is the results from our review of the Alaskan situation, particularly places like Fairbanks where with the three year period, there has been a tendency to be concerned about the surplus of accommodation and housing that will probably occur after the pipeline period is finished which has tended to keep both the installation of necessary services such as sewer, water and electricity low and has also tended to keep the number of units down.

We felt that over a longer period, which is usually said could also be represented

by looping, an oil pipeline, etc. In other words, a very extended construction period. That type of concern possibly wouldn't exist and local developers and probably even local investors and local owners would be prepared to invest more money and take a chance, in other words, on the future.

Q Now you say a few new units may be required for additional government personnel and some replacement units. Have you considered the people required to service the pipeline, the construction of the gas plants?

A That of course is a special situation. In those communities where people like that are resident or will be resident, we have assumed that housing and facilities would be constructed for them through the guarantee of the pipeline developer.

Q Well when you say that's a special situation is it not fair to say that that special situation may occur in Inuvik, Norman Wells, Fort Simpson, Hay River and perhaps Yellowknife?

A Yes.

WITNESS PRITCHARD: The major impact communities of which -- what we have here is a community which is supposed to represent one which would not become a major action or impact community.

Q All right, how about Tuktoyaktuk?

A I do not know about Tuktoyaktuk in that respect -- whether or not it would be become a major impact community. Now there has been --

Q Well how do you know which ones are -- the first list I gave you, you appeared to accept and maybe I was wrong to assume that you accepted those a major impact communities. Do you accept those to begin with?

A The major impact communities that we I think used most often have been Inuvik, Norman Wells and Fort Simpson and Hay River as the transport base.

Q Now, that means that you didn't consider Tuktoyaktuk as a major impact community.

A No, we did not.

Q You were aware of the gas plants that are to accompany the construction of the pipeline in time in the Mackenzie Delta? Am I correct in that assumption?

THE COMMISSIONER: Not in time, concurrently.

MR. BAYLY: That's what I mean sir. At the same time.

THE COMMISSIONER: Right.

MR. BAYLY: I'm sorry. Were you aware that there was a plan to build gas plants at the same time that the pipeline was to be built?

A Yes we understood that there were a series of gas plants to be constructed with the delta development.

Q Right. Can I take it from the lack of response on Tuktoyaktuk that you did not

consider those as being part of what you were studying.

WITNESS MERRETT: That is correct.

THE COMMISSIONER: The three gas plants to be built in the delta we have been told would cost something like $1 billion to build. In the world in which we move that's a mere bagatelle but we like to remind ourselves of it from time to time just to make sure we don't forget it.

WITNESS PRITCHARD: Well on the matter of the gas plants on which the -- now we realize that with the employment involved with -- the ongoing employment involved with gas plants is something like 60 to 80 people that require a substantial housing. But we have always assumed that this housing would be put in place by the company itself and would not effect appreciably with the community housing for their own residents.

MR. BAYLY: Have you considered who would build the housing?

WITNESS MERRETT: No.

WITNESS PRITCHARD: No we have not.

Q So if the local firms who might otherwise be involved in building community housing presumably they would either have to expand to fulfill the needs of the company and the community or one or the other would suffer. You would agree with that?

A Yes.

Q Now, I have the conclusions here of the next panel on housing and they are based on

some facts and I wonder if these facts were in your possession when you made your predictions that a three year construction program is likely to have minimal impact on housing?

MR. SCOTT: Mr. Commissioner, could I interrupt because I am familiar with the next panel, it being ours. It seems to me appropriate that Mr. Bayly might ascertain whether the witnesses when they comment on the impact of housing are restricting themselves to the assumption first of all that everybody in the Northwest Territories now is currently housed and secondly whether they are restricting their prediction to impact of housing with respect to construction and government monitoring crews because the next paper is entirely different in nature.

It makes the proposition that there is inadequate housing now though everybody has a roof over their heads and goes ahead to predict what will happen if there are in-migrants unconnected directly with construction work. In other words, it's a little unfair it seems to me to compare the two.

MR. BAYLY: I am not sure I understand Mr. Scott's evidence Mr. Commissioner. Otherwise, I would be happy to ask his questions. If the witnesses understand them perhaps they could respond to them.

MR. SCOTT: Well first of all, can I put it this way. The next paper is a general analysis of housing needs in the municipality -- in the Territories and it begins by making the point that while everybody is now housed, housing is inadequate and there is

presently a demand for housing in the sense that people want better houses than they have now. It begins with that.

It then shows what will happen not as a result of construction of the pipeline but as a result of in-migration as the Territories grow.

Now I understood this panel and perhaps I am wrong to be commenting on the housing starts that will be required if any as a result of construction -- a different subject.

THE COMMISSIONER: Well Mr. Bayly, before you --

MR. BAYLY: That may be, but that's not what the evidence said.

THE COMMISSIONER: Excuse me. What Mr. Merrett and Mr. Pritchard say, any the conclusions they draw is dependent on the purposes that they used. If in the event it turns out that their premises were unsound. Well that of course has a very great bearing on the weight that we should give to their conclusions. That is understood with respect to every witness.

Now, would it be fair to allow Mr. Merrett and Mr. Pritchard to comment on the -- on what Mr. Scott has just said and then to allow you to carry.

MR. BAYLY: I am quite prepared for that sir. I just wasn't prepared to ask Mr. Scott's question because I didn't understand it.

WITNESS MERRETT: If I might please comment on Mr. Scott's quesiton?

THE COMMISSIONER: Yes, please.

A Mr. Scott, I would even like to take your statement further. Not only are we restricting ourselves to pipeline construction, but we are trying to make comments on how we perceive the difference in impact between constructing a pipeline in three years or two years as against constructing it over a longer period of time. So that, it's only in that marginal sense that we are talking about housing and social assistance or the other things.

THE COMMISSIONER: That's certainly something we should bear in mind because these two gentlemen aren't trying to cover the global picture and draw us a scenario for the next so many years taking everything into account and -- so, I'm simply suggesting that it may not be useful to tax them over much given the limited scope of the analysis they sought to make, which they concede, as in all of these things is in a sense speculative. Who can predict what people will do. It's bad enough with animals.

WITNESS PRITCHARD: I might add a further --

MR. BAYLY: Are you talking about housing sir?

THE COMMISSIONER: I'm talking about fish and muskrats and caribou and God knows what and -- sorry, go ahead. You were about to say something.

A I might even add another comment for clarification and that is the community that we're talking about in our evidence here is not one of the impact communities that we talked about earlier and we say that there will probably be some out-migration influenced by attraction to the wage economy within impact communities. We're not addressing ourselves to the housing impact in a community where those people go to, but what's the impact in the community that remains behind.

THE COMMISSIONER: Which is Fort Good Hope.

A Right.

Q And your predictions, if it is right to call them that, I'm talking about these general observations, not the earlier material that you provided us with, but your predictions or your observations are limited to what will occur, so far as you can tell, within Fort Good Hope, period. Is that the size of it?

A That is right, yes.

MR. BAYLY: All right, so we should restrict it to Fort Good Hope and then I gather we could go back to page 15 and be very cautious about your statement, the results could be applied to other communities, at the bottom of the first paragraph. We shouldn't apply it to other communities, except with extreme caution.

A That is correct. Communities which would be non-impact communities and

which are presently largely traditional income based.

Q Right. Particularly communities like Tuktoyaktuk, that you're just not prepared to speak to at all.

A That's correct.

WITNESS MERRETT: Might I say something else here and that is with respect to what you could call the impact communities, the communities that are going to become the service centers for the pipeline, I don't see how stretching out the period of construction is going to change the nature of the impact that much im these communities. The pipeline developer is going to want to locate his initial construction management staff in these communities at about the same time, regardless of how long a period he constructs the pipeline and the net result of the service staff that's required in these communities after the pipeline's finished is going to be about the same, so I would suggest to you that if you are considering this particular question with respect to those communities, you have to think about it very cautiously, which is one of the reasons we didn't get into those communities.

Q And you took, for example, with regard to Arctic Gas's logistics plan, as your major impact communities, those ones that they refer to in the application, am I correct in that?

A Yes.

Q Now, you don't refer, I take it, to the alternate possibilities brought up in cross-examination of the logistics panel, of which

Tuktoyaktuk is an example?

WITNESS PRITCHARD: No, we did not.

WITNESS MERRETT: We mentioned in our initial statement that our analysis was based upon the original Arctic Gas application, before even the cross delta route was selected.

Q Right, and that doesn't, as well take into account recommendations from such bodies as the Chamber of Commerce, that there should be a permanent road between Tuktoyaktuk and Inuvik?

WITNESS PRITCHARD: No, at the time we did the study for the commission, the question of the Mackenzie Highway was still in abeyance of how far it would be constructed. That was another item that we --

Q And you didn't include that in your --

A No, we did not.

Q -- in your prediction. Nor, I take it, did you put into your prediction the fact that the Dempster Highway may or may not be completed prior to pipeline --

A No, we excluded the Dempster Highway from the logistics flow material.

Q I beg your pardon?

A The Dempster Highway did not enter into our logistics system.

Q Now, on page 18 on the subject of social assistance, you state that over a three

year construction programme, social assistance can be expected to decline in the order of 20 to 40 percent. But that with a stretch out of construction, social assistance on a per capita basis could possibly increase.

Now, would you refer me to either the theory or the data that you used to make that statement?

A I can't recall a specific source on which we based that assumption but it went something like, if you had people who were not going to leave the community, but were employed by the pipeline, social assistance would be decreased because of the added income in the community. But then, as these people became more familiar with the wage economy and they out-migrated to impact communities, they would leave behind dependents who were not economically viable and that these people would have to be supported then by social assistance although the population of the community was decreased on a per capita basis, therefore your social assistance would be higher.

Q Did you look at the figures for Coppermine or for the delta communities that have already been effected by oil exploration to see whether this theory is borne out?

A No, we have not.

Q Could you find the source of this information and supply it through your counsel so that we could have a look at that?

Q Yes sir, we will respond to that.

MR. BAYLY: You have no objections to that Mr. Scott?

MR. SCOTT: No, none.

MR. BAYLY: On page 19, with regard to local business, your comment is that it is unlikely that local business will expand significantly in response to direct pipeline demands for goods and services, rather that the increase will be due to increase in local consumer demands in the communities.

Now, we've had evidence this week again from the Chamber of Commerce, I take it you haven't had a chance to look at that.

WITNESS MERRETT: No, no we haven't.

Q They contemplate that local firms would be involved in pipeline activity and will expand as a result of that if certain banking and bonding demands that they would like to see met are met and I take it you reject that?

WITNESS PRITCHARD: Excuse me, could I ask first what type of communties you're referring to?

Q They were referring to businesses in the Mackenzie Valley and --

A Would these be characteristic of larger communities such as Fort Simpson or Hay River?

Q Let me turn that around and ask you if you feel that would make a difference?

A Yes it would, it would make a substantial difference. You take a community such as Fort Good HOpe as we've used for our example, and the economic infrastructure of that community is not near as advanced, I would suggest, as a Hay River community.

Q So, you feel that businesses located in the smaller communities or in -- at least in the particular community of Fort Good Hope, had better turn their attention inward rather than outward and leave servicing the pipeline contractors to the businesses in the larger communities?

WITNESS MERRETT: What we would suggest is that in these types of communities, that businesses should exercise extreme caution to committing themselves to capital investments during a short construction period because at the end of the termination, they are liable to find themselves in financial difficulty and this is one of the reasons we made this particular observation, because we felt, and again, I think some of the experience in Alaska has borne this out, that where businesses do feel that they have a long-term increasing prospect, they will incur fairly large and substantial capital investments and if these terminate quickly, they're going to be in trouble and there's been enough experience of that type that we feel it justified, the kind of comment we've made here.

Q And you're basing that then on what you've seen in Alaska?

A Yes. I would refer you specifically to the experience of Fairbanks.

MR. BAYLY: Those are all the questions I have of this panel. Thank you very much.

MR. SCOTT: Mr. Veale? Welcome to the Inquiry.

CROSS-EXAMINATION BY MR. VEALE:

Q Mr. Merrett, your observations on page 14, you've stated that the only meaningful evaluation of change in the period of construction is one which supposes that a different number of spreads are put in place in each season. Now, did you at all during the course of preparing your study take into consideration an increase or a decrease in the number of spreads that would be in place in the Arctic Slope region? The applicant, I take it, has contemplated five spreads for a one winter season construction.

A Yes. No, we didn't. The reason for this is that quite frankly we were asked to do this work with respect to the socio-economic effects and because of the nature of the population densities on the coastal area, and the technical difficulties that seemed to us existed with constructing a pipeline in that area, that it just didn't appear reasonable. We had no basis for assuming a difference on the stretch-out on the coast.

Q Are you able to make any comment on that particular subject as to the --

A Possible effect?

Q Yes.

A Well, as far as the employment is concerned, man-years, I would refer you to chart 2, which was on page 24 of our evidence.

Q I have it.

A If you look at case 2, for example, which has the five winters,you'll see the nature of the fairly even peaks and valleys in the construction for each of the five winters in the valley, and the peaking of the construction on the coast. Now if you compare that with case 3 where the coast and the valley construction occurs simultaneously, you'll see that the coast in effect is just added on top of the valley.

Now it's, I think, fair to assume that if you did increase the number of spreads on the coast, that in the case of case 2, the coastal activity would occur just as a series of additions to the Mackenzie Valley. Do I make myself clear?

Q M-hm.

A In other words, you'd spread out that coastal activity on top of the valley. Now that all presumes this is technically possible.

Q Are you able, if you've done a study of the Arctic Gas application in this

respect, are you able to comment on the problems that would arise from changing the number of spread camps during a season, a particular winter season? In other words, is that something that is possible, or is that something that has to be pre-planned?

A We are not technical experts in building pipelines, and the problems of building pipelines, particularly in a sensitive area like that, and we're not prepared to comment.

MR. VEALE: I have no further questions.

MR. SCOTT: Mrs. MacQuarrie?

CROSS-EXAMINATION BY MRS. MACQUARRIE:

Q Mr. Pritchard, perhaps I got lost in the technical jungle of jargon. However, why did you select Fort Good Hope as an example rather than one of the higher impact communities?

WITNESS PRITCHARD: It was recommended to us by our client that they wanted the example done on the basis of a traditional based community because I believe that there has been a fair bit of work done on impact communities already.

Q So this was designed as a comparison study, was it?

A Yes.

Q On page 16, are you limiting your community work force to the workers who would be available during the construction period only?

A That's correct.

Q And how many people do you anticipate will be prepared to work during the construction phase from Fort Good Hope?

A Well, I don't have my work sheets in front of me, but as I recall, the Community of Fort Good Hope had a working age population of something like 200, perhaps a little higher than that. Now, of that working age population there was something like 25% employed and what we have said, that this would increase , I believe, to 35%. So you would then be taking from 50 people to 70 people.

Q And you think that all these would be educated enough to work during the construction phase?

A Well, there are many pipeline activities that can be undertaken by unskilled labor, having low formal education levels. But that the on-the-job training would give them the necessary qualifications to do that work.

Q Then these people are likely to not have as meaningful employment available to them as someone else.

A No, I would suggest from the work that Gulf Oil did that people who had no formal education at all through on-the-job training they could attain very meaningful occupations.

Q I'm not sure -- oh, it's also on page 16 -- did you consider the social impact

on the community when housewives and school children are away?

A No.

Q In seasonal employment?

A No, that is why we restrict ourselves to the nine areas, we didn't really want to get into the social aspects of family breakdown and that sort of thing caused by the implements of wage economy.

WITNESS MERRETT: Also we found it within the context of what we're trying to do and that is just measure the difference between a shorter construction period and a longer construction period to identify that particular effect.

Q All right, in your estimation of the housing requirements, did you not consider the need for day care facilities and the houses that -- like the building itself that would be necessary to house the day care centre, and the staff housing that would be required to service that particular sector?

A Well --

Q These were not included in your housing estimates?

A -- no, we did not include those.

MR. SCOTT: Mr. Commissioner, as the person responsible for calling this evidence, perhaps I'd better make it clear that neither of the gentlemen on the panel are sociologists or

anthropologists, and they don't intend to predict as those distinguished experts do what you earlier called "global effects". What they are giving evidence about is the consequences, if any, if you extend Arctic Gas' base case to one or more years, or reduce it by one year. It was said, for example, earlier in the Inquiry, "Well, there will be changes if you add another year of construction, or there will be changes if you subtract a year from construction." These gentlemen , as I understand it, are simply taking Arctic Gas at face value and analyzing the implications of an extension or a reduction of the work season.

I don't put them forward as people like Dr. Hobart, or Mr. Asche, who speak in global terms of ramifications of the project generally.

THE COMMISSIONER: They're really not even going that far. They're talking about extending the period of pipelaying from three to four or five years, or decreasing it to two years.

MR. SCOTT: Thank you, sir.

MRS.MACQUARRIE: Mr. Commissioner, my point here in asking that question was that if they are qualified to speak on housing, did they in fact take these other things into consideration in estimating their number of housing units which would need to be built?

THE COMMISSIONER: Well, quite obviously they didn't.

MRS. MACQUARRIE: Yes.

This almost eliminates my next question, but I'll ask it anyway.

Q In your housing estimates, did you take into consideration or were you aware that many of the houses, households in the communities are occupied by several generations of one family? Therefore are you using as your basic estimate there a single family unit or what?

WITNESS PRITCHARD:

A Well we undertook this work and I perhaps should give you some background. The comprehensive report prepared for the Commission stops at part three. Part four was done as a supplement and intially as a discussion paper. We did not spend a very great amount of time on it doing an exhaustive in-depth type of appraisal.

What we did consider -- the subject that you've raised. We realized that the concept of the family is far different in a community like Fort Good Hope than it is here in Yellowknife. We realized at the same time that yes, you do have perhaps some overcrowding because of large families in some of the dwellings.

But what we were saying is that no, we are not looking at the level of improvement required. But what might be the impact of the pipeline itself in terms of the purchasing power that is derived from income from pipeline employment rather than any type of public assistance policies in the form of housing.

Q I was just wondering then if your worker who is drawing a fairly high wage, his initial goal in securing employment on a pipeline might be to build several houses to get rid of his in-laws -- I have a wierd sense of humor.

A I can't respond to that one.

WITNESS MERRETT: He doesn't live with his in-laws.

Q You mention on page 19

that many of these dependents could be left without any support and have to rely on social services. If you're identifying the handicapped, elderly and other dependents, these people are generally already drawing some form of social assistance so would they not be just in the same boat they are in right now. Perhaps a little worse off.

A The question here is I think that it's the relationship of that sector of the community to the able bodied working sector of the community. The thesis of this is that during a -- over a longer period of time, more of the people in the labor force might leave the community and in effect leave the community more scalped I think is the word than a shorter period of construction when the labor force might move temporarily to a construction camp and go back to their home community.

WITNESS PRITCHARD: Yes. Further to that, the active members of the family who say pursue traditional activities and supplying income in kind to the total family unit may become more mobile and out-migrate from the community leaving those members who are not as economically viable.

Q Are you advocating then in your presentation that the pipeline should be built very quickly and totally isolated or as isolated from the communities as possible rather than with community involvement over a longer period of time?

WITNESS MERRETT: We're not advocating either side. We're merely describing some of the effects that we can see. As we mentioned at the

end in our conclusions and our conclusions to our substantive section that constructing the pipeline in a shorter or longer period of time has both positive and negative aspects. We come to no final judgment.

Q In your own opinion, which are the most -- which would be the most positive? Would you care to comment?

A I am not prepared to comment, no.

WITNESS PRITCHARD: No.

MRS. MacQUARRIE: Thank you.

THE COMMISSIONER: Just before we adjourn for lunch, there's one factor you left out and I am anxious to know whether you have any views on it even it you didn't examine it in depth. That is the question of cost to Arctic Gas and of course to the consumers, industrial and residential of natural gas in the United States and Canada -- of stretching it out. Do you have any --

WITNESS MERRETT: We've anticipated this. It was specifically excluded from our terms of reference. We have sort of have assumed that someone would ask and we must admit that we have not specifically examined it. Our general impression is that the longer you stretch it out, the greater the cost is going to be to the developer and to the consumer.

Now, this is just based on our own feeling from our reading on what has gone on, particularly in Alaska in the way they are approaching things there and the general tenor of the pipeline

application.

THE COMMISSIONER: Right. Well, that's about enough for this morning don't you think. We are not going to finish this panel by 12:30.

MR. SCOTT: Right sir.

THE COMMISSIONER: O.K. 2 o'clock.

(PROCEEDINGS ADJOURNED TO 2 P.M.)

(PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

MR. SCOTT: Mr. Sigler, any time you're ready, please.

MR. SIGLER: O.K., thank you.

CROSS-EXAMINATION BY MR. SIGLER:

Q I'll start with Mr. Merrett. Start with just one question with regard to your personal resume.

WITNESS MERRETT: Yes.

Q Under your related experience you list general direction of the study of the regional impact of a large diameter gas pipeline, including a preliminary assessment of the benefits and costs to Northern Territories.

A Yes.

Q What study was that?

A It was a study done in conjunction with the Department of Indian & Northern Affairs back in 1971. It came out in seven volumes. It's called:

"Regional Impact of Northern Pipelines."

Q And that was the same study that you referred to in your resume, Mr Pritchard?

WITNESS PRITCHARD: That is correct.

Q Now, to avoid me asking a lot of questions that are outside your qualifications or terms of reference, perhaps you could just tell

me what the terms of reference were for this work that you've done?

WITNESS MERRETT: Our terms of reference are laid out in the copy of our report itself. It is laid out in the introduction, page 2 to 5. Now that is essentially the terms of reference.

Q Mr. Scott, I think, in response to one of the questions of Mrs. MacQuarrie, this morning interjected that the two of you are not sociologists or anthropologists, and I appreciate that and I'll try to not ask you questions that would possibly be posed to those types of professions. But I also take it it's fair to say that you're not truly technicians either, in terms of your work wasn't simply one of applying arithmetic to a scenario of four years instead of three years. Was it a mathematical exercise or was it a sociological exercise?

A Essentially it was a statistical exercise.

THE COMMISSIONER: Apart from the observations and the concluding part.

A Exactly.

MR. SIGLER: Q O.K., because that leads to my next question, which really is related to the figures themselves that you use. Now I've read your study as well as the evidence and maybe I'm slow but I still have trouble comprehending exactly why you used the figures you did on the tables. Was that as a result of mathematics or of statistics,

or was any sociological research being done there?

A No. The numbers were developed from the applications, the application documents that are cited in our report, or supporting schedules to those application documents, and related statistical material. It flowed directly from the application.

Q So I take it it did not involve say -- well, before I get to that question, I take it your figures as far as say manpower go and equipment and so on are related only to the people working for the -- directly for the pipeline construction project.

A Including the indirect transport, which is the movement of the materials and goods within the Northwest Territories. I think we refer to it in most of our exhibits.

Q You're talking of direct employment basically when you're talking of the manpower and the man-hours, you're talking of direct employment.

WITNESSPRITCHARD: That's right, there are no secondary employment areas included in that.

Q And I take it, for getting those figures you did not have to travel to the communities affected.

WITNESS MERRETT:
A That's correct.

Q But you state that you read from the transcripts of the community hearings.

WITNESS PRITCHARD:

A Yes sir.

Q Now, have you read transcripts of the community hearing that was held at Fort Simpson on more particularly, September 8, 1975?

A Yes sir.

Q And did you read the evidence of Mr. Erian and Mr. Dixon?

A I can't recall the evidence of specific witnesses, but I do recall reading that document.

Q Well, if I might try to summarize some points made, some concerns mentioned by Mr. Erian first of all, starting at page 2482 of the transcript, and going to Mr. Dixon, who starts at page 2483, and their concern there generally is with what effect the extension of the construction period may have on communities such as Fort Simpson and Mr. Erian starts on page 2482, states:

> "The phrase 'lead time' has arisen frequently and with justifiable concern. Many small businessmen in the north are not familiar with the formal methods of doing business. Many lack managerial skills, financial controls, planning, accounting, and the equipment that would enable them to contract work on such a large project. One solution to this problem of requiring time to prepare for such a large project would be to lengthen the time of construction to begin one year from now, in the winter of '76-'77, and to

schedule construction over four years rather than three, thereby reducing the demand for imported labor, the escalation of prices for consumer goods, and generally increasing the opportunity for benefit locally."

Now, did you remember reading that?

A Yes sir.

Q Then from -- maybe I'll just go on a bit with reminding you of what he says then ask you for your comments generally, because that's the first of his concerns is related to lead time I think it's fair to say.

Then later at page 2,483 he goes on to state, the existence of a large, highly paid imported transient work crew imposes several problems. So, a transient work group is the second aspect of a problem he points out.

And then we go into Mr. Dixon's evidence, and Mr. Dixon relates the problem of the transient work group to the question of the multiplier on the local economy and he sees that as part of the same concern I think it's fair to summarize what he's stated is that, he said that there's a great multiplier effect in Fort Simpson. He says five or six times as opposed to one and a half times it is in Alaska. That's in the force right now in Simpson with money being spent locally and he says a transient work force would reduce the multiplier effect on the economy of Fort Simpson because the money would be spent locally by the transients.

And then, on page 2,486 he mentions another area of concern. It starts at the bottom of 2,485 actually. A second area of concern of having a large group is that the kind of work that will be offered to local northern people will be intermittent and short-termed. There will only be over two to three years and will only be for small periods

during that period.

So, that's another area of concern Mr. Dixon brings out, is the work offered to northern people would be intermittent and short-termed and then, on the same page he states, a third area of concern involving the local impact is the question of very localized inflation. So, he states localized inflation is a matter of concern.

And then, on page 2,487 Mr. Dixon states, the major element in these disruptive and negative impacts on local communities is not the overall size of the project, but the time frame in which construction is planned. So, that's how he brings them altogether and following that there is discussion, some more very possible figures that he threw out at the Inquiry and ends up by the Commission stating that they will look into it more and come back to these formal hearings to discuss the situation more.

I think that's a fair summary of what Mr. Erian and Mr. Dixon said at the community hearings in Simpson? You can correct me if I'm wrong.

MR. SCOTT: Well, he doesn't have a copy of the transcript and neither do we, before him, so I think we'll have to assume that we'll have to take your summary, for the moment, as being accurate, Mr. Sigler, as I'm sure it is.

MR. SIGLER: And so, I don't know if you noted those concerns that they've pointed out as I read them out or mentioned them.

Mr. Dixon's point was he felt that a longer construction period could solve some of these negative impacts. So, I would ask you what your reaction is to each of these specific areas.

A Well, in the first place, addressing -- in addressing myself to your question, the study that is being entered before this commission in evidence did not go beyond the terms of reference in that we didn't look into these secondary effects from linking up the physical construction activities to the communities at all in any way.

Q As a matter of fact, as Mr. Bayly asked, I believe, and your answer was that you've taken as a presumption the successful application of the applicants policy of removal of construction workers from the communities.

A Right, but in our work on the community impact, the material that you've just cited did weight in our formulating of our assumptions.

THE COMMISSIONER: Let me just see if I understand where Mr. Sigler and you have gotten.

There are at least five considerations that were raised at Fort Simpson which lead to the examination of a feasibility of stretching out the project. Those five, as I understand them, were the necessity for greater lead time for local

businessmen, the familiarating of the social impact of a large transient work group, the fact, as I understand it, that the transient work force reduces the present multiplier, which is five times. So, if you reduce the immediate impact of the work force, presumably the multiplier remains close to its present level. The fourth consideration was that employment on the pipeline is essentially short term and if you lengthen the project, you lengthen the period of employment and you fifthly, would, by stretching it out, mitigate localized inflation.

Now, your job was to see what the figures would turn out to be in terms of the number of camps, the number of persons employed, the skill levels that would be needed and the numbers with respect to each and so on, if you did stretch it out so that as you said to Mr. Sigler, you did a statistical analysis.

Now, having regard to the fact that it was those considerations raised by Mr. Dixon, an economist obtained by the Chamber of Commerce, can you make any comment on the soundness of those propositions as outlined by Mr. Dixon in the light of the study you've now carried out, will that help us out, Mr. Sigler?

MR. SIGLER: Well I think I was getting to that stage just slightly differently.

THE COMMISSIONER: O.K. Sure.

MR, SIGLER:

Q First of all, I just wanted to confirm that your statistical analysis that you've done would not, to me, seem to answer the social concerns that were raised by Mr. Erian and Mr. Dixon. That we have to look then to your social impact opinions as your response to those concerns that were raised.

WITNESS MERRETT: But these are our opinions, if that's understood. Perhaps we could each comment on both of them.

Q Am I right that your statistical analysis doesn't answer the social concerns?

A Not in itself, no.

WITNESS PRITCHARD: What Mr. Merrett is suggesting is that we will respond to the questions you've raised but we want everybody to recognize that it is merely our opinion and we have not really entered any of that into evidence.

WITNESS MERRETT: We haven't done a formal statistical assessment of what we're talking about.

MR. SIGLER: That's why I started off by asking what your terms of reference really were because if they weren't to answer these questions then I wouldn't have to pursue them.

THE COMMISSIONER: Well, they weren't. They weren't to answer these questions but you've brought us back to the remarks of Mr. Dixon at

Fort Simpson last September that in a sense gave rise to this study and it might be useful if they commented on those matters. But that's all. Certainly they weren't asked to comment on those questions.

MR. SIGLER: Right. Well --

WITNESS PRITCHARD: Perhaps to assist, there are some parallels here some of the issues that you've raised and some of the comments that we made in our community impact section.

THE COMMISSIONER: But your community impact section is really based on what would happen at Fort Good Hope.

WITNESS MERRETT: Yes.

THE COMMISSIONER: I suspect Mr. Sigler is rather more interested at Fort Simpson.

WITNESS PRITCHARD: That's correct. There are some similarities but then also on the other hand, there are dissimilarities between the situations.

MR. SIGLER: I was planning to ask you some questions on your social impact opinions because you have presented them in your evidence.

A Well perhaps we could start off with the multiplier question. I'll turn it over to you Mr. Merrett.

Q Well perhaps we could start off by asking you if you've ever been to Fort Simpson.

A No, I haven't.

Q Or if you've been to

Inuvik or Hay River -- have you been to Good Hope?

WITNESS MERRETT: No, neither of us have been to the communities up in the valley.

Q Well in that case, you may wish to tell us what you would know about the multiplier effect say in Fort Simpson as Mr. Erian stated it but you don't feel qualified to comment on that, I won't ask you.

MR. SCOTT: Does Mr. Sigler understand that the multiplier, that you are no better judge of what the multiplier will be if you've lived in a given place for one year. It's an economic and statistical question. It's not a question that --

MR. SIGLER: I was asking the witness, Mr. Scott.

MR. SCOTT: No, but it seems to me that the very limited point of this evidence has been entirely lost by my friend. We can, you know -- if my friend wants to proceed in this line, that's all very well.

MR. SIGLER: I am trying to establish the very limited point of this evidence.

MR. SCOTT: Well it's conceded in the study on page one.

MR. SIGLER: Well on page 15 if I may, there's a statement commenting on the community impact that the results could be applied to other communities. I don't accept that. If it's admitted that these comments don't apply to other communities, then I won't pursue my questions. But the

intention to have these comments apply to other communities, then I will have to persist in asking the questions.

WITNESS PRITCHARD: At some point in this morning's transcript, I think you'll find that I did qualify that piece about other communities.

THE COMMISSIONER: You said it should be read with extreme caution. Well that's a very stringent qualification.

MR. SIGLER: In fact, you just said you haven't been to Fort Good Hope even as well as to any of the other communities.

A Well that's not withstanding the fact that we do have a fairly broad experience in northern communities in other areas.

Q Right. I wouldn't deny you that. I won't ask any further questions.

MR. SCOTT: Mr. Hollingworth? Not present.

MR. HOLLINGWORTH: I have no questions.

MR. SCOTT: I'm sorry, present but misplaced. Mr. Steeves?

MR. STEEVES: I would never cross-examine anyone who took Arctic Gas at face value sir. And I thank Mr. Scott as well.

MR. SCOTT: I take it from that observation that Mr. Steeves does not propose to complain about the projections that have been made in the first part of the study.

MR. STEEVES: No, I could do

it as wells as you could.

THE COMMISSIONER: Well he doesn't propose to ask any questions.

MR. SCOTT: All right. Those are all the questions. I have no re-examination.

THE COMMISSIONER: That may not stop him from complaining.

MR. SCOTT: No experience says that it won't.

I have no re-examination Mr. Commissioner and unless you have any questions to ask the panel.

THE COMMISSIONER: Well maybe we could just go back for a minute and see if you want to express any opinions as opinions and nothing more than that. I don't really see how they could be more than that in any event but about those five considerations that Mr. Dixon raised at Fort Simpson last year.

WITNESS MERRETT: Now, with respect to lead time, I wonder how knowing firmly in advance when pipeline construction is going to start, be that one year, two years, or three years from now, would not have the same kind of effect with respect to the questions about Fort Simpson, that lengthening or shortening or particularly lengthening the construction period would have if the start of construction is unknown.

With respect to the social impact of transients, again I question to what extent that is a matter of the length of the construction of the pipeline, although recognizing the limited size of the local labor force; one has to accept the fact that with a shorter construction period, more transients are going to have to come into the Territory to perform the work. But nevertheless, proportionately I wouldn't think it's going to make that much difference.

Now, the reduction of the multiplier from everything I have read and from my own experience, I would seriously question a multiplier as high as 5 under any circumstances. I agree that the greater the number of transients, the more of the monetary benefits of the pipeline are going to leave the region, as they are in Alaska. But I don't think the work we have done gives us enough of an insight to know again whether the stretch-out is going to have that much of an effect on the Territories.

Now, with respect to localized inflation, again I would think this is a matter that would be quite different in what we've called the action settlements, or you could consider the action settlements, the major supply centres such as Fort Simpson, Hay River, etc., and the smaller communities such as Fort Good Hope. In the case of the smaller community, it seems to me it's a function more of the increase in incomes which the local residents would receive from working on the pipeline plus a general escalation in prices for consumer goods generally in the Territories. In the major service centres it's a function of that, plus just the general pressure on the facilities in the centre, and again it's difficult because of the size of these centres to see how that, or how much difference there's going to be in that if the pipeline construction occurs over three years as against four or five, because we're really not talking about that much more time.

I'm afraid that my general attitude is that the question of stretch-out within the context that we've examined it would probably have not too much material effect on these particular items.

Q Have you anything to add?

WITNESS PRITCHARD: Yes, yes, I have on the question of intermittent short-term employment. I do not see that having a longer lead time or longer construction period up to five years

would ease that situation. In the first place, intermittent work by and large for most of the activities is seasonal, regardless of how long the total duration of construction takes, and secondly, the construction period, whether it be done in three winters, four winters, or five winters, is a short-term project within economic terms.

Again I'll go back to the multiplier and that is that the infrastructure base, employment generator within a community itself -- the goods and services it produces and the foreseeable increase in the goods and services that people can make themselves in that location, I think, will be not a very strong growth area. I think in the future that it will be largely an importer of goods and services, therefore causing a leakage of a lot of the income generated, so therefore it would tend to minimize your multiplier effect.

THE COMMISSIONER: O.K. Do any of you have any questions arising out of the questions I put? O.K., well thank you, Mr. Merrett, Mr. Pritchard. We appreciate very much your most lucid explanation of the analysis carried out for us. I appreciate it very much. Thank you.

(WITNESSES ASIDE)

THE COMMISSIONER: Maybe we should stretch our legs for a minute or two, or are you ready to go?

MR. SCOTT: It's up to you, sir. We're ready to begin, if you like.

THE COMMISSIONER: O.K., well let's begin.

MR. SCOTT: All right.

MR. SCOTT: Mr. Commissioner, the next panel is composed of Mr. Lowing on your left and Mr. Runge on your right and deals generally with housing.

DENNIS LOWING,
DALLARD FRANCIS RUNGE, sworn:

DIRECT EXAMINATION BY MR. SCOTT:

Q First of all, Mr. Lowing, you're a resident of Yellowknife in the Northwest Territories?

WITNESS LOWING: Yes sir.

Q And I understand from 1960 to 1965 you were associated with the Department of Natural Resources in the management and community development section in northern Saskatchewan.

A Yes sir.

Q From 1965 to 1968 you were associated with the welfare programme and community development section of the Department of Indian Affairs in northern Alberta.

A Yes sir.

Q From 1968 to 1974 you were successively the Area Administrator and Settlement Manager at Tuktoyaktuk, the Local Government Development Officer at Inuvik and the Superintendent of Local Government at Frobisher Bay.

A Yes sir.

Q And in all those capacities you of course worked with the government of the Northwest Territories.

A Right.

Q Yes, and I understand that since 1974 you have been Manager of Programmes

Division, Operation and Field Activities of all programmes for the Northwest Territories Housing Corporation.

A Yes sir.

Q Mr. Runge, I take it that you're a graduate and a post graduate student of architecture and regional planning from the University of Toronto.

WITNESS RUNGE: That's correct.

Q And that I won't read through your whole curriculum vitae which will be filed but that you have been in a number of important planning jobs including planning with the City of Toronto Planning Board from 1969 to 1971.

A That's correct, as Area Director there.

Q You were the principal planner and area co-ordinator for the Central Waterfront and Harbour plan for the City of Toronto Planning Board in particular.

A That's correct.

Q And you have been associated in the planning function in connection with a number of neighbourhood renewal co-operative housing and other housing schemes.

A That's right.

Q Yes, and that in 1975 and 1976 you were the Study Director of the Inter-Departmental Study Team on Housing and Rents in the province of British Columbia.

A That is correct.

Q And that you are currently the Manager of the Research Division of the Northwest Territories Housing Corporation.

A That is correct.

Q And your responsibilities there include policy development, community planning, housing programmes, treasury board submissions and inter-governmental negotiations.

A That's correct.

Q And you are -- you also have teaching experience in various appointments at the University of Toronto.

A Yes, I do.

Q Yes, and you are the author of the various reports and studies that are set out in your curriculum vitae.

A Yes, I am.

MR. SCOTT: Mr. Commissioner, I would ask that the curriculum vitae of both Mr.Lowing and Mr. Runge be made an exhibit.

Now, I understand Mr. Runge, that as between the two of you, you, for reasons that aren't clear to me, have been appointed reader.

A Yes, and they'll become even less clear as I begin reading.

Q Yes, and that you have prepared for Commission Counsel and we have circulated a transcription of evidence called "a Brief on the Impact of the Mackenzie Valley Pipeline on Housing in the Mackenzie Valley and Great Slave Region," to which is

attached a number of appendices and charts.

A That is correct.

MR. SCOTT: Mr. Commissioner, I would ask that that should be made the next exhibit.

Well now, Mr. Runge, could you begin, but before you do, is it correct to say that your paper is divided into, first of all an introduction, which sets out the terms of reference of your study?

A Yes.

Q Then the summary and recommendations.

A That's correct.

Q Now, I understand that for lawyers the summary and recommendations are usually put at the end, but for busy executives it's the practice to put them at the beginning.

A Yes, it's sort of an executive summary which we put at the beginning.

Q All right, and in this case, the summary and recommendations is at the beginning.

A Yes, it is.

Q Then there is a third chapter on existing housing stock in the Northwest Territories and stock utilization.

A That is correct.

Q Yes, the fourth chapter is on housing need.

A Yes.

Q The fifth chapter is on housing programmes.

A Yes, both present programmes and some modifications and changes which we anticipate happening.

Q Yes, and the sixth is pipeline impact.

A That's correct.

Q Well now, could you begin at the first page please?

A All right, well beginning at the introduction --

Q Hold the microphone close to you, if you will please.

A All right, beginning at the introduction, the objective of this report is to measure the impact of the proposed Mackenzie Valley pipeline or pipelines, may have on housing in the communitie of the lower, central, upper Mackenzie and Great Slave regions.

In assessing the possible impact, a literature search has been conducted on both the Mackenzie Valley and the Alaskan Pipeline and meetings held with the Planning Division, Department of Planning and Programme Evaluation and the Research and Evaluation Division, Department of Economic Development, Government to the Northwest Territories.

Despite these efforts to make this report as relevant as possible by assessing the most recent conditions, policy decisions, now being considered but yet to be made by the Government of the Northwest Territories could dramatically alter the

pipeline impact as it appears at the time of this writing.

The employment policy outlining the levels of employment by northerners on the pipeline is as yet unclear. The pipeline proponents have indicated the skill requirements for skilled and semi-skilled labour at various stages of development and locations, however, changes to the number of gas plants are being considered and there are a variety of optional routes which could effect the number as well as the location of workers.

The employment training policy has not been established which could facilitate the task of job securement among northerners.

The policy has not yet been established between the unions involved and the Government of the Northwest Territories to determine dispatch techniques and quotas for ensuring the employment of northerners.

The price control policy, other than the federal guidelines, will likely not be in effect to counter-act the inflationary tendency that will accompany the pipeline construction period due to higher wages, a possible lack of supply of goods and labour, and this is not yet apparent.

Q Now, Mr. Runge, what you have read in the indented paragraph, is, as I understand it, a summary of the areas where policies are, as you understand it, in the course of being developed, or may be developed, which will effect or may effect

the validity of your conclusions and observations.

A That's correct. In trying to assess the impact and in trying to establish what the need for housing would be, both without and with the pipeline, we tried to discover what the policies would be that the government was working on and in those areas that I've mentioned, those areas seemed of particular concern to us and it is my understanding that policy decisions will be made in those areas and therefore we really have to frame our study in the light of the kind of decisions that will be made in those areas.

Basically, our report attempts to lay out for you, as clearly as possible, what we do and given the information we have, the likely sort of impact we would anticipate from the pipeline.

Q Very well.

A The decisions in those areas will be fairly important.

Perhaps as important as any of the above policies is the degree to which native people will participate in a wage based economy. A single statement on the subject, based on imperical research rests on 1970 data, and I quote from a report from the Department of Indian Affairs and Northern Development produced in May of 1975,

> "Increases in earned income do not appear to provide an incentive for northern workers to migrate between communities in the Northwest Territories".

We think it will also play on the impact.

This report therefore can at best be a modest contribution with so many variables as yet unknown. It simply describes for the study area the existing housing stock, the housing need prior to any consideration of the pipeline, the present housing programs and the direction that new programs are likely to take, and the impact as it can be described at this time on the increasing need for housing on construction materials, and on the availability of labor.

Where data has been available the report has used three levels of comparison: National, Territorial, and pipeline study area.

The study area includes 19 communities in four regions: Lower Mackenzie, we've looked at Aklavik, Arctic Red River, Fort McPherson and Inuvik and Tuktoyaktuk; the Central Mackenzie, Fort Franklin, Fort Good Hope, Fort Norman, and Norman Wells; Upper Mackenzie; Fort Liard, Fort Simpson, Jean Marie River, Nahanni Butte, Trout Lake, Fort Wrigley; in the Great Slave region, Enterprise, Fort Providence, Hay River, and Yellowknife.

One last note to the introduction. From August, 1973, to April, 1974, the Territorial Housing Corporation (that is our corporation) with funding assisted from the Central Mortgage & Housing Corporation, undertook a detailed survey of communities in the Northwest Territories.

This study referred to is the Need & Demand Study for the Northwest Territories Housing Corporation will be called for the purposes of this brief, the Northwest Territories housing survey.

The study sampled approximately 80 to 100% of the units that were in existence at that time. This report -- that is, this particular brief that we are discussing today before us --

Q When you say "this report" you mean the report we have before us?

A The report you have before you.

Q All right,

A Updates the actual need forecast from that survey in 1974 because both because of errors in procedures at that time and because this report will rely on family formations rates rather than population growth to determine future need. These figures have been changed and they are a result of direct reference to regional questionnaires or recalculations, but some of the information contained in this report may differ from information made available to you earlier.

That is some o f the people who have put in reports to this Commission have gotten information from us based on our earlier study that's been updated, and I'd like this to be taken, the material here to be taken as the most relevant and most recent.

Q Well now, will you come

to the summary of your recommendations which is Part II of your report?

A All right. Population in the Territories has been growing at an extremely rapid rate, 4.2%. At the same time, there has been a tremendous shift in population from camps to concentrations and settlements between 1961 and the present, so that in fact community growth, settlement growth has been occurring at about a rate of 7.4% during that period.

The condition of existing housing is poor, with 3% condemned, 8.5% in need of major repair, and 38.6% requiring minor repair.

Most of the housing in these categories is occupied by native people. Crowding is extremely high in the Northwest Territories, with 26% of the population living in crowded conditions, The 1971 Territorial average was 4.7 persons per unit, that's from the census, while native people living in public Territorial housing averaged 6.12 persons per unit in 1974, in the N.W.T.

I should just note at this stage that the size of housing, the size of that housing is considerably smaller than one would be aware, would be appreciated in Southern Canada or in some of the other housing in the Territories.

The social housing requirement in the Territories in 1976 is 1,260 units and 3,110 by 1981, based on family formation rate of 5.86% to 1974, and 4.26 --

Q 1976?

A 4.24% to 1981. In addition to the requirement for family accommodation there is a growing need for single person senior citizen multi-care units.

Q Can I stop you there for a minute? What do you understand by the expression, "The social housing requirement"?

A The requirement for housing where individual's incomes are below 25 -- where an individual's income is sufficiently low that he would be spending more than 25% of his income on shelter or their income on shelter, and we would therefore be providing those persons or families with housing. We have a policy that no one spend more than 25% of their income on shelter, so we are talking about the supply of public housing, or what is usually referred to as public housing, called social housing here in the Territories.

Q Yes.

A That is housing for persons requiring assistance by the government.

Q And that's determined by reference to the governm ent's standard that anybody who requires to spend more than 25% of their income on housing, requires assistance.

A That is correct.

Q Yes. Carry on, please.

A The situation in the study region parallels that of the rest of the

Territories with the exception that home ownership is higher in the study region. Social housing represents approximately 80% of the need in the communities of less than 1,000 population except for Norman Wells, where the social housing need is only 20% .

Q Mr. Runge, what is the percentage of social housing in the rest of Canada?

A Somewhere in the area of 3%

Q Yes.

A The bulk of that being in Ontario. If you exclude Ontario, it would be lower than that.

Housing policies for the Northwest Territories Housing Corporation to encourage home ownership are still inconsistent with those of staff housing, where considerable benefit is derived from renting, and a conflict exists between the Northwest Territories Housing Corporation policies of 25% of income for rent and the low maximum rents that exist in housing provided by governments and major employers.

Q Now can I stop you there just for a moment to be sure we have on the record what the words mean? What do you mean when you refer to "staff housing"?

A Housing provided by both the Federal, Territorial Governments, and the major industries for persons under their employ.

Q I see. Carry on, please.

A The Housing Corporation making use of federal funds through both the National Housing Act and Treasury Board directly, has inadequate funds to redress the housing situation. Indeed, the N.W.T. Housing Corporation cannot even keep pace with new family formation, cannot match the existing shortfall, and does not have sufficient funds to rehabilitate and adequately repair the existing housing stock to prevent an even greater worsening of the situation.

Lack of future planning is restricting the supply of land to even meet present allocations of housing, and servicing is falling behind as well.

Q Well now, stopping there if I may, who has the responsibility at present for future planning?

A The Department of Local Government, produces plans and lays out sub-divisions and we work with them in order to acquire the housing that we need. They also provide services through the Department of Public Works.

Q Yes, and do I understand then that at the present time there is a division of responsibility, if you will? The Department of Local Government or -- what's it called, Local Goverment?

A Local Government.

Q Of the Northwest

Territories is responsible in effect for the laying on of sub-divisions and for the servicing of them.

A Well, in the case of some of the areas that have a tax base, they also provide funds to, say, Hay River, Pine Point, Yellowknife, they make available funds that can be borrowed to service land and make available sub-divisions.

Q Yes, but the point I'm making is that until this planning can be done, Housing Corporation cannot place houses on the land.

A We are reaching a situation where we're producing housing at a rate that means that the amount of serviced land available in the Territories for our housing just isn't available. The answer is "Yes."

Q Let's see that I have it clear, because I think it's significant. The function of the Housing Corporation is to place houses on sub-divisions or lots which have been serviced or laid out by the Department of Local Government.

A That's correct.

Q It is only when those plans and lots exist and those services are provided that you can place houses.

A That is correct. The roads have to be there and --

Q All right. Carry on please.

A Sanitary conditions and water supply are strained or primitive in some communities and labor, especially skilled labor, to construct the housing units produced by the N.W.T. Housing Corporation is only now becoming available.

To this condition is added the 1100 housing units estimated to be required by the operations of the pipeline. This assumes no impact from the construction phase of the pipeline. If hiring practises are not successfully enforced, the mobility between work camps and settlements restricted, then this impact could indeed be worsened.

While the major impact is likely to be felt in Inuvik, Fort Simpson, Norman Wells, Hay River and Yellowknife, the impact of inflation and the drain on labor for house construction is likely to be even more critical in the smaller settlements where limited resources exist to respond to change. That point might require some amplification. I'm not -- well I'll go on.

This report attempts to be detailed as possible -- to be as detailed as possible.

in assessing the impact of the pipeline. But there are still too many unknowns to pinpoint the impact on specific settlements. This can only be done in the light of clear policy, directives, consensus on routing, timing and economic and employment multipliers. The flatter area requires considerably more study in our view. It is however hoped that this report will make a contribution to the Commission and be useful in the Commission's assessment of impact.

Now I would like to go into the recommendations. Recommendation number one that a planning and development authority be created to co-ordinate and control the timing and development of the pipeline in the Mackenzie Valley and Great Slave regions.

2. That a land use and site development plan be prepared for each settlement to at least 1981 to ensure the delivery of suitable serviced land for housing and development.

3. That the additional funds required to meet the rapid growth condition created by the pipeline be appropriated by Treasury Board as a condition of pipeline approval.

That housing units not be allocated from other parts of the Territories to meet the housings needs in the study region, thus worsening the condition elsewhere. It is however recommended that 50% of the housing need be funded and constructed in the pipeline area prior to pipeline construction, the remainder to be completely constructed from materials

used in pipeline construction camps based on recommendation number five which follows.

Q Can I stop you there just for a moment to make sure I understand.

"it is however recommended that 50% of the housing need be funded and constructed in the pipeline area prior to pipeline construction."

What precisely does that mean?

A What it means is that the condition in the pipeline study area is one of extreme overcrowding. In order to resolve -- in order to prepare those areas for the impact -- the likely impact of population moving into the area, we believe that at least 50% of that problem ought to be resolved prior to the pipeline going ahead. We find that the condition has got to be improved in order to be able to accept to some degree the added numbers of persons.

Q Yes, is that percentage selected with any regard to your observations about the extent to which the momentum of housing construction can be continued during the period of pipeline construction?

A Yes it is. We feel that what would likely happen during the period of construction is that we would be competing for labor and materials and that the already high house prices for the -- the already high costs of housing to our corporation would be increased still further. I think later in the brief we can indicate the exhorbitant or the very high kinds of operating costs and capital costs that we are experiencing. So that we do not want to be in the

position of having to compete with the pipeline and in order to get us over that, we think that we ought to be building 50% of the units before and the remainder afterwards. The 50% is a somewhat arbitrary figure but we should be getting the housing in prior to the pipeline for those two reasons really.

Q Carry on please.

A That all structures used throughout the construction period should be of a modular design with as few basic components as possible in order that they may be dismantled and reconstructed in the settlements for housing purposes. It is recommended that the N.W.T. Housing Corporation be consulted on the design of such units to ensure future utilization.

6. The permanent employees of the pipeline located in the study region be provided accommodation by the proponents.

7. That for permanent employees, any assistance for housing should favor home ownership to encourage stability.

8. That northerners should receive the same housing subsidies and privileges as other workers employed on all aspects of the pipeline.

9. That the maximum rents charged in staff housing be put on the same basis as those in the rent to income public housing by charging 25% of income or economic rent, whichever is the lesser. But in the interim, maximums be set on social housing that are parallel to those in staff housing.

Q That recommendation which

I have some difficulty understanding is I gather explained further on.

A Yes it is. We could go into it now or I prefer to do it later.

Q Well perhaps you might deal with it just briefly at the moment.

A Well the situation at present is that in the public housing units which our corporation has constructed since 1974 or for 1974 onward, we charge persons on the basis of their income. 25% of their income is paid for shelter.

If those persons become employed and become employed at jobs that pay 12, 14, 16 thousand dollars, per year, they would be charged at 25% of their income on shelter which means the monthly rents would be $350 or more dollars.

Government staff workers in government staff housing making $16,000 do not pay $350. They pay a variety of rates but let's just assume they pay around $170 per month. That rent is perceived by people who live in the communities of the Territories as the sort of market rent. It's the rent the government staff person pays for accommodation which is equivalent to or better than the house that they find themselves living in. Both public or social housing and staff housing are built and produced by the Government and are therefore seen by many people as coming from the same source.

To pay $350 a month because one has a job for six months or eight months or a year

on a pipeline seems to our corporation inappropriate in light of the present staff policies.

We would prefer that the staff policy was changed to come in line with the policy all across Canada which is one of 25% of income on shelter. However it is unlikely because that policy will be tied into union negotiations, etc. It's unlikely that it could happen immediately. We are requesting the government to move in that direction.

THE COMMISSIONER: I think it is unlikely it would happen immediately.

A Yes. For the interim, we suggest -- most assuredly -- in the interim, we suggest that the maximum levels in our housing be reduced to the same as those maximums in government staff accommodation. That's a recommendation which is presently on its way to Council and the Board of Directors of our corporation.

MR. SCOTT: Carry on please.

A Is that clear?

MR. SCOTT: Well, it's clear enough for now.

THE COMMISSIONER: Perfectly clear.

A Thank you.

No. 10, that an incentive program be established to encourage the development of local construction companies and prefabrication plants.

11. That input from southern suppliers in the construction of housing should be restrained to the volume that cannot be covered by local entrepreneurs.

12. That because of the heavy load on northern transportation systems due to pipeline construction, safeguards be enacted to provide shipping facilities for housing material and general supplies.

13. That the Federal Government be the most appropriate mechanism to make available funds for rehabilitation of existing houses immediately in order to maintain at least the present supply of housing.

Those are the recommendations in total.

MR. SCOTT:
Q C arry on.

A Moving onto Section 3 of the report entitled:

"Existing Housing Stock,"

the census data indicated that in 1971 there were 7,535 occupied dwellings in the Northwest Territories, of which 56.47% were in urban communities with a population of greater than 1,000 persons. Arctic Gas --

Q Stopping you right there, Mr. Runge, just so we'll know, in 1971 at the date of the census, what were the communities with populations greater than 1,000 persons?

A Well, in the study area those would have been Hay River, and Yellowknife.

Q Yes, Inuvik would not have been included in 1971.

A Inuvik wasn't included in 1971.

Q Thank you.

A Arctic Gas estimated the number of units in the pipeline study area at 5,136 in '72-73; the N.W.T.H.C. survey in '73-74 actually sampled 4,281 in the study region, which is approximately 80% of the total. So that there is some general agreement, I think, on how many houses there are out there.

The Corporation presently administers 3,169 units throughout the Territories. 822 or 25.9% of these are in the study area.

Q Well now, if you can turn to the next page, which is Table 1, this is the first table of your survey and I see that it lists the communities on the left-hand side of the page.

A That is correct.

Q And across the top it lists various kinds of housing.

A That's right, it lists the five programs that we build under at the present time.

Q And I take it that what is called northern rental were houses that were constructed under a program that existed up to 1964.

A It existed to 1974.

Q Yes. Public housing is housing created under a program which in effect replaced the northern rental program in about 1974.

A That is correct.

Q Yes, and senior citizens and single persons' housing is housing constructed by the corporation under other continuing programs.

A That is correct, all since 1974.

Q Yes. All right?

A All right. The 1974 N.W.T.H.C. survey on Table 2 indicated 236 or 3% of the 7,526 surveyed housing units in the N.W.T. were in a condemned condition; 141 or 60% were in the study area; 637 or 8.5% were in need of major repair, in which 288 or 45% were in the study area and 2,905 or 38.6% required minor repair and 1,718 or 59% were in the study area.

Q Well now, turning to Table 2, this is a table that reveals the houses that

were actually examined by your people in the course of preparing this survey. Is that correct?

A That is correct, and we divided those into four categories by community, one was N.W.T. Housing Corporation units; another was self-owned and occupied units; another was --

Q And that would be housing that is in private hands.

A In private hands, owned and occupied by the owner.

Government rental, which would be Federal and Territorial and Municipal Governments owned and rented units, and private rental, which would be units rented from the private sector.

Q Yes, and then you divided those houses, as they were found in each of the communities into three categories: condemned, in need of major repairs, and in need of minor repairs.

A That is correct.

Q And what those terms mean are defined on the following pages in notes 1, 2, and 3.

A Yes, they are.

Q Yes, and I take it just so I'll have it clearly, that this is the result of actual inspection.

A That's right. We conducted a survey in each community, and one of the aspects of the survey was to look at the condition of housing.

Q All right. Perhaps you could continue then at page 9.

A As 57% of the units surveyed were in the study area, we can conclude that the condition of this housing is no worse than that of the rest of the N.W.T. However, the general condition of housing is very poor, with 50% of the units requiring repair or being condemned.

Stock utilization is the next heading.

The ratio of renters to owners in the N.W.T. is exceedingly high. Out of 4,281 units surveyed in the study region, 1,125 or 26.3% were owner-occupied, and 3156 or 73.7% were renter-occupied in 1974. That's indicated on Table 3.

C ompared to 60.3% and 39.7% respectively for Canada in 1971, the high ratio of renters to owners in the N.W.T. is due to the government staff housing policy and the supply of public rental housing. It is also, I think, probably due to the lack of an economic base.

THE COMMISSIONER: The lack of what?

A Any sort of real economic base, the housing that's provided here is largely provided by government either for people who work here or for the social housing.

The housing stock in the Northwest Territories has a very high proportion of persons per room and persons per household. In 1971

the census recorded 4,640 housing units where the households shared or lacked facilities. This represents 61.58% of the total number of units. These few figures help to illustrate the situation.

Just dealing with that 61.58% figure for a moment, in Canada the comparable number of persons who share or lack facilities are 463,000 or about 7.7%.

MR. SCOTT:
Q So that the comparable figures are 7.7% as against 61.58%.

A That's correct.

Renters, in 1971 the census reported 1,665 renters or 21.96% of all households shared and/or lacked bath and/or toilet facilities. Of these, 1,460 or 87.69% lived in settlements of less than 1,000 population.

In 1973 the N.W.T.H.C. survey, Table 4, recorded in the study region 236 renters or 7% of the surveyed renter households for which this information is available, were living in overcrowded conditions of more than two persons per bedroom. Of these, 203 or 86% lived in settlements of less than 1,000 population. For the renters living in the Northern Territorial rental housing built prior to 1970, the average number of persons per unit ranged from a low of 3.28 in Fort Providence to 8.25 in Fort Good Hope. It's indicated on Table 4.

Dealing with owners for a moment.

Q Dealing with renters, if

I may?

A O.K.

Q Just for a moment, do I --what is the conclusion from that? That there is in the Northwest Territories generally a substantially higher proportion of persons who live in overcrowded or in shared or absent facility locations than there is in Canada?

A That is correct.

Q And do I conclude further correctly, that, from those figures that in the Northwest Territories, those houses are focused in communities with populations of less than a thousand?

A That is also correct.

Q Yes.

A The majority of that housing is in the smaller settlements.

Q Yes.

A In 1971 the census recorded 670 owners or 8.89 percent of all households lived in accommodation with more than 1.1 persons per room. Of these, 490 or 73.13 percent lived in settlements of less than a thousand population.

In 1973, the N.W.T.H.C. Survey, table four again, recorded in the study region, 282 owners or 8.5 percent of the surveyed households for which this information is available, were living in overcrowded conditions of more than two persons per bedroom.

Q And do I understand that the two observations I made about renters apply equally though in slightly different proportions to owners?

A Yes, they do.

Q Yes.

A Renters and owners taken together, which I think illustrates the point, the average number of persons per unit in the study region

was 3.62 with a range from a low of 2.98 in Yellowknife to a high of 6.03 in Fort Franklin, so that those figures don't change very much when you consider both renters and owners together.

Then we've included --

THE COMMISSIONER: Mr. Runge, there's -- just a moment ago you compared the figure of 61.5 percent to 7 percent for Canada, that is housing units where the household shared and/or lacked facilities.

Now, it is essentially, I take it, the native population of the Northwest Territories that occupies the houses that share and/or lack facilities.

A That's correct.

Q Those are the people in the smaller settlements and that's where those shortcomings are concentrated.

A That is correct.

Q If you took the figure for the N.W.T. and compared it to similar figures for native populations in the provinces of Canada, do you think it would come out about the same?

A It may very well sir, I have never looked at that problem in any of the provinces.

Q Yes. Okay.

A It's certainly a condition that we wouldn't tolerate in any of our major centers or towns or villages in most of the rest of Canada. It may well be tolerated in native communities in some of the Territories.

Q Well, the point I'm making and I don't think --

A In the provinces, yes.

Q -- I want to know if there's any dispute about this, the quality of housing in the Northwest Territories divides on, essentially on ethnic lines, doesn't it? Is that what you're telling us?

A Yes.

MR. SCOTT: But, Mr. Runge, may I ask you this, if you recognize as a fact, as I take it you do, that there are a substantial number of native people, people of native origin who live, let us say, in sections of downtown Toronto, how can you make any assessment about how the housing that is available to them in that community, compares with the housing that you've described earlier in your report?

A I think it's worse in [illegible] Territories. From my knowledge of, say the British Columbia situation or the situation in Toronto, I would say that the degree of crowding was higher in the Territories and that the facilities available would likely be less than in those centers.

Q So, would it be your assessment that if you compared, in terms of crowding and facilities, housing that is available to persons or that is occupied by native persons living in Toronto, to housing that is occupied by native persons living in the communities of the Northwest Territories, the

Toronto standard is higher.

A I would think it would be, yes. There are building codes that are in effect in some of these settlements and there are Housing Act Ordinances that in fact don't end up with conditions quite as bad as some of the ones we've discussed here.

THE COMMISSIONER: Okay, could we adjourn for coffee, and I think I hear the Unified Law Conference clicking their coffee cups and it's intolerable.

(QUALIFICATIONS & EVIDENCE OF MESSRS. LOWING & RUNGE MARKED EXHIBIT 728)

(BRIEF RE HOUSING IN MACKENZIE VALLEY & GREAT SLAVE REGION, AUGUST 1976, MARKED EXHIBIT 729)

(PROCEEDINGS ADJOURNED FOR A FEW MINUTES)

(PROCEEDINGS RESUMED PURSUANT TO ADJOURNMENT)

MR. SCOTT: May we proceed Mr. Commissioner?

THE COMMISSIONER: Yes.

MR. SCOTT: Mr. Runge, we were at page number 16 of your transcribed evidence. The next item is table five and I take it that you have set out there figures representing the crowing index, the persons per household and the rooms per dwelling.

WITNESS RUNGE: That's correct.

Q First of all, is the crowding index a recognized housing index?

A Yes, it is. Unfortunately when you come to the Northwest Territories, this sort of information is not readily available and so I haven't been able to include it in here.

Q Well let's just deal with the table first.

A O.K.

Q I take it that this is a table that shows what has happened with respect to crowding, persons per household and rooms per dwelling in Canada between 1961 and 1971.

A That's correct. On all counts -- on all three of those counts, the condition in Canada has improved. The crowding index has improved, the persons per household has actually improved and the number of rooms per dwelling has increased.

Q Yes.

A So that the condition in

Canada has been improving while the bulk of what I have been saying before up to this point has indicated that the condition in the Territories is not only not improving but it is absolutely worse, one, and, two, it is getting worse because we are unable to supply the volume of housing that is required in the Northwest Territories simply to meet the formation of new families.

Q So that just to summarize not only in absolute terms is the situation worse, but it's worse because in Canada as a whole, the situation is improving; in the Northwest Territories it's declining.

A That's correct.

Q All right. Would you carry on please.

A Well from the above we conclude a very heavy utilization of the housing stock in rental housing particularly in communities of under 1,000 population. It should also be pointed out that the situation in Canada is improving while that in the Territories is worsening.

Section four deals with housing need.

Q This I understand it is an attempt to explain the existing need and to project future needs.

A That is correct.

Q All right. Carry on please.

A Much of the literature and work presented on the housing need in the study area -- I am referring to the past now -- is based on population

growth rates applied to the housing stock. Population is only a crude indicator of growing housing requirements. The major indicators in housing analysis are household formation and family formation or its reciprocal, in headship rates. I am referring here not only to the reports that have been done previously by our corporation but those that have been done by the proponents and some of their consultants. However, in the Northwest Territories household formation is largely restricted by the lack of housing supply and is considered as a poor indicator of housing need. Family formation is used as the basis of this study.

Q Well now can I stop you just there so I understand. I take it you have set out three indicators by which need might theoretically be measured. First is population. The second is household formation and the third is family formation.

A That's correct.

Q You've made your observation about population -- that it's not a very good indicator of housing need.

A No because you have to look behind that. You have to look at the --

Q Yes. Well now household formation as I understand it means the number of households that are formed in any segment of the population. For example in southern Canada if a family -- a husband and wife with children are divorced -- there will be two households in the average case formed as a result of that?

A That's right. In the south, household formation is looked at -- it's an interesting phenomenon used in housing analysis and it is used because there is a market operating and if you have the money you can you know, get into a housing unit. But in the Territories where housing is supplied by the government and there is another sort of level of regulation involved -- looking at household formation is not particularly relevant particularly when you have such a crowded condition. When, sort of to repeat that in slightly differently, when the condition is improving, when we are supplying a lot of housing in the south, there is a possibility for persons to choose perhaps different lifestyles than otherwise. So that you find three and four and five people perhaps in going and sharing a place. That sort of thing isn't really appropriate to the Territories, if you're looking --

Q Well does it come down to this. That household formation is a useful factor only where there is a reasonable supply of housing which can permit the formation of new households?

A Right. Sociologists, you know, find that a more interesting variable perhaps than family formation. We used family formation here because it seems to me to be the most appropriate for the Territories.

Q All right.

THE COMMISSIONER: To determine the need.

A To determine need.

Yes. We've assumed that a family desires and requires a housing unit.

MR. SCOTT: All right. Carry on please.

A The basis of this report is the 1973/74 Northwest Territories Housing Corporation Survey which established the number of units required on a community basis to reduce the overcrowding and multiple occupancy and replace the dwelling considered as condemned at that time. Population projections for the Territories, based on the conventional method of adding natural increase (the excess of the birth rate less the death rate) to net migration (the balance of immigration and emigration) to the existing population in 1971 were produced by IAND and the average of the lowest and highest projection was used. I'd like to just make a comment at this point.

They looked at 27 population projections holding things like immigration constant and the death rate at low or high variables -- they did a fairly good study in my view -- and the differences between high and low population projections by them were not that great. We simply took the mid point of population in 1976 and 1981.

Q That was to get your population growth factor which is utilized in producing your housing need figure.

A THat's correct.

Q Carry on please.

A All communities in the

Territories were grouped into three categories or tersiles. Each tersile contained one-third of the total Territorial population. Communities were ranked in order of their growth rates from 1961 to 1971 thus the first tersile was the lowest growth rate and the third was the highest. The growth rates projected by IAND to 1976 and '81 was then apportioned between these tersiles. Each community within the tersile was projected to grow at the same rate.

What we are saying simply is that we didn't think it appropriate to apply the same growth rate to all communities across the Territories. We were interested in looking at only 19, the ones in the study region and therefore we tried to assign those communities into a system which would end up accounting for the total growth. We assigned in fact the majority of the communities in the study region fall into the low growth rate. It's after the first tersile.

Q If you turn to table number six which is on page 23

A Yes.

Q You see there the population growth rates that were achieved.

A Right. The overall Territorial growth rate if you turn -- look at the bottom of the table was 3.7 to 1976 and it was 3% per annum to 1981 between '76 and '81. What we did was we reapportioned those on the basis of the kind of increases that have been happening from 1961 to 1971.

Q So instead of applying

3.7 as against all of the communities, you tried to break it out into low growth, medium growth and high growth based on the actual fact over the last decade.

A That's right. Some communities actually decline in population, while there is a community in the territories, it's name I'm afraid slips my mind for the moment, that had over 300% growth rate, so that it would be foolhardy, we thought, to assign 3.7 doggedly to each community in the Territories.

Q All right.

A It was an attempt to get a little closer at what's really happening.

The assumption being that slow growth communities from 1961 to 1971 would remain slow-growth communities. While this is not strictly accurate for all communities, it was felt to be a better technique than assigning one overall growth rate to each community. Age specific information for projections on a community basis is either not available or the sample is too small to be accurate in most communities, especially when aggravated by the Census Canada policy of random rounding.

To the projections of population on an age specific basis in 1976 and 1981 was projected the 1971 percentage of family heads in each age group, thus indicating the family formation likely in those years. It should be noted that the population of the Territories is extremely young in 1971, that is, a very large percentage of the population is under 15 years of age. As this group moves up the age ladder and forms families, significant pressure will and is being placed on the housing stock.

Q Well now, if I could stop you there, and turn to page 23, again to Table No. 6, just so it will be clear on the record, you've just described how you got the figures under the family formation column, and I take it the way you got them was to apply the '61-71 family formation figure --

A No.

Q I'm sorry.

A What we did, if we can just take an example, we assumed that there were 1,000 people in 1971 between the ages of 20 and 24, and if you looked at the number of family heads in that age group, you may find that 30% of that 1,000, that would be 300 of them in 1971, were heads of families. We then looked at the age specific group, that particular group between the ages of 20 and 24, in 1976, and in 1981, and that particular population may have grown much more rapidly than the overall population, particularly as in fact it did, particularly when the population, the large numbers of peoples in the Territories were younger. So that you had the people who were between the ages of 15 and 19 now in the age group in 1961 between the ages of 20 and 24, and if you took 30% of the new number of persons, which might well be 2,000 in 1976, you'd say there were 600 families.

Q Yes, but you got your family formation figure from the 1971 census.

A 1971 census.

Q And you then applied that to the appropriate number of people in the comparable age group to get the family formation figure for 1976 and for 1981 that appears on Table No. 6.

A Yes.

Q All right.

A You said it much clearer than I.

Q Thank you, Mr. Runge.

A O.K. The average annual increase in family formation was then added to the housing stock required in 1974 to meet the needs at that time on the basis of one unit per each new family formed.

Three other calculations have been made. First, if the 1974 requirement in the need and demand study was met, a number of one or two-bedroom units would become available as they were vacated for larger accommodation. These units were then used for the new families being formed. Second, some of the housing units in need of major repair have been considered as becoming condemned over the six-year period to 1981 because no rehabilitation program has yet been developed. Those units have been added to the housing requirement. We assumed that they'd become demolished. Third, one-third of 1% of the stock is considered to be lost to fire each year. This figure is high in relation to that of Canada, based on records to date of the N.W.T.H.C.

This number is also added to the housing requirement, so we have made three modifications based on relating families to housing units.

Any increase in population in the pipeline area beyond these calculations should be taken as adding a requirement of one additional housing unit for each 3.6 persons.

Q Well now, if I can stop you there. You are going to later in this paper predict, as you have in the summary, the housing needs as at '76 and '81.

A That's right.

Q Yes.

A We have tried to establish what the base would be without the pipeline, and then looked at the number of persons and subsequent housing units required or generated by permanent employment in the pipeline.

Q Yes, so that your prediction is based on there being no pipeline.

A That's correct.

Q If there is a pipeline which brings people into the communities, leave out the construction camps, brings people into the communities, you're going to need an additional house for each 3.6 persons.

A Yes, that's what we believe.

Q All right.

A Next heading is

"Population."

What I tried to do just preceding this section is to give you in general terms what we did, and now we'll get into how we did it in more detail.

The most specific and consistent data on population in the Territories exists in the census. Other sources such as the Government of the N.W.T. and municipal enumeration can act as a supplement, but they lack the detailed breakdown and the comprehensiveness of the census. It should be noted, however, that these other sources generally place the population of the Territories higher than the census but the rate of growth does not differ significantly between the various projections from 1971 to 1981. This is due to the considerably higher figures than the census in 1971 and 1976.

The 1971 census population was 34,805, and the annual growth rate calculated was 4.2% between '61 and 1971, as compared to that of Canada at 1.7%. Population projected by IAND is 3.7 to 1976 and 3.0 to 1981.

Gemini North projected the annual growth rate at 4.2% from 1971 to 1975, and 3.1 from '76 to 1985. The Northwest Territories Government survey put the population of the Territories at 38,210 and has estimated the 1976 population at 46,500 based on updating the 1975 Research Institute of Northern Canada survey. The annual growth rate is 4% for the period.

In considering the three sets of projections to 1981, IAND produces 39.4% increase, Gemini North, 41.6%, while the Government of the Northwest Territories has not projected the growth to '81.

The reason that we looked at -- I should digress from the report for a minute -- the reason that we looked at these variety of growth projections was really because we were interested in the growth rate rather than the absolute numbers because when we deal with absolute numbers we go back to our 1973-74 survey, and apply the growth rates to those housing units measured at that time.

Q Well, can I summarize what I understand you to be saying here, that for the purposes of your calculation there may be differences about the actual population as between the census and the Government of the Northwest Territories and Indian Affairs and anybody else who counts heads.

A That's right.

Q But it doesn't matter if there are differences for your purposes if they all have roughly comparable growth rate factors. All right.

A That's right, and we chose the census because it was the most specific, the age breakdown, that is.

It can be readily seen that the growth rates are relatively similar if the actual numbers of persons are not.

As this study is more interested in family formation and will base its actual count of housing units and families on the housing needs study done by the N.W.T. Housing Corporation, the actual numbers used by the various groups in projecting population are less useful than the rate of growth, about which there is some consistency. The growth rates projected by IAND are used in this study. 1961 to 1971 at 4.2; '71 to '76 at 3.7; '76 to '81 at 3%.

Age distribution. The N.W.T. had a very high proportion of its population in 1971 below 15 years of age. This is of major importance because as this population matures, it will form new families and increased demand for housing. In 1971, 29.6% of the population in Canada was below 15 years of age, while 42.9% was the number for the corresponding age group in the Northwest Territories.

In 1974 in the Study Area, those below 15 years of age represented 38.1 percent, while Yellowknife, Fort Smith, Inuvik and Hay River had 35.7 percent and the remaining communities with a population less than a thousand persons had 42.4 percent in this group under 15 years of age.

From 1961 to 1971, in the N.W.T. those under 15 increased.

THE COMMISSIONER: Excuse so that in the smaller communities they maintained the earlier rate of growth while it declined, or at least the proportion below 15 years remained at the earlier level in the smaller communities.

A Yes.

Q While it appears to have been declined in the others or --

A No, we're talking about the -- yes, what we were saying is that that situation maintained itself in the smaller communities and that that would indicate that the pressure on housing is likely to continue to be higher in the smaller communities than in the larger communities, proportionate to the population.

Q Right.

A From 1961 to 1971 in the N.W.T., those under 15 increased from 61.9 percent compared to 45 percent and 27.1 percent for those under 15 to 64 and 65 and older. Thus, in the period from 1971 to 1981, we can expect to see substantial increases

in population in the 15 to 64 age group as this population ages. The anticipated growth rate for this age group is 3.8 percent for Indians, 3.5 percent for others and --

MR. SCOTT: I'm sorry, it reads 4.5, did you mean that?

A 4.5 was what I meant, I'm sorry.

Q Yes.

A And 5.5 to 5.6 percent for Eskimos.

Q Well now, stopping there, Mr. Runge, where are Metis found in those growth rates?

A The conventional literature has them under others.

Q Yes.

THE COMMISSIONER: Along with non-status Indians and whites, right?

A Right. You work with what you can.

Family formation, for the age distribution, the growth projected from the 15 to 64 year old age group in the population, it can be expected that the rate of family formation might increase over the period. To test this hypothesis, the ratio of family heads to total population was determined on an age specific basis for 1971. The ratio for each age group was then applied to the projected age specific population in 1976 and 1981 on the assumption that the average marrying age would remain constant to 1981.

The results indicated an increase in the average number of families from 6,585 in 1971 to 8,755 in 1976 and 10,774 in 1981. This increase corresponds to an average annual growth rate of 5.86 percent during the '71 to '76 period and 4.24 percent during 1976 to 1981. Comparing these results with the projected population growth rates of 3.7 percent and 3 percent to the same periods indicates family formation will increase at a rate 158.4 percent and 141.3 percent greater than the population growth rates for 1971 -'76, '76-'81 respectively.

Q And the result of thatis that if you had predicted your housing needs on population alone, you would, you say, have been out by 50 percent or thereabouts.

A That's correct.

Q Yes, and that's because of the distribution of the ages within the existing population?

A The phenomenon that we expect to happen in the Territories is essentially the same one that has occurred in the last ten years in the south, as a result of the baby boom that occurred for other reasons in the south. A young, a large young population formed families over the last ten years and that's caused the increase in the number of housing units, the decrease in the number of persons per room, as families have been formed, the sizes have changed. The size of families has been reduced.

For different reasons, you

know, hospitals, whatever, whatever those reasons were, the Territorial population now looks sort of like the one Canada had ten years ago, and we expect that over the next ten to fifteen years those people will be forming families and creating a different kind of need for housing.

Q So that without any in-migration, such as a major project may introduce, that is your prediction with respect to the existing population in the Northwest Territories.

A That's right. The projections by the Department of Indian Affairs and Northern Development consider that for the group called "Others", they consider a high level, what they call a high level of immigration already in their calculations.

Our calculations, very likely, underestimate the family formations. Due to the upward shift in the female population in the age group 20 to 39, which has been occurring in the Northwest Territories since 1976.

Q '56 or '76?

A '56, I'm sorry. That's why I suggested maybe I shouldn't be the one to read this.

Q Well, you're for it, now go ahead.

A When the ratio was 139 males for every 100 families to 1971 when the ratio was 111 males per 100 females -- that should have been 100 females not 100 families before, and projecting --

THE COMMISSIONER: Can we just --

A Can we try it again?

THE COMMISSIONER: Yes.

A Take it from the top? Since 1976, when the ratio was 139 males for every 100 femailes to 1971 when the ratio was 111 males for every 100 females and projected at 107 per every 100 in 1981, that's projection "C" from Statistics Canada.

Family formations herein determined represent the average annual growth rates the N.W.T. as a whole and are therefore not necessarily applicable to any individual community. Furthermore, to uniformly apply these growth rates to every community would result in a gross distortion of the population.

By grouping the communities into tersiles as described earlier, the projected population growth rates of 3.7 percent and 3 percent were proportioned among low, medium and high growth communities by applying the ratio of each tersile population growth rate and the Territorial population growth rate to the Territorial family formation rate, the family formation rates for each tersile were calculated. The results are represented in the table six, which I believe we've already gone through.

All communities in the study area with the exception of Hay River, Inuvik and Yellow-

knife, fall into the low growth group.

Now, Yellowknife fell into the medium growth group while Hay River was in the medium growth and Inuvik was in the high growth.

MR. SCOTT:

Q So, is it this way, that the only high growth community, the only high growth community in that tersile is Inuvik?

A That's correct.

Q The only medium growth communities are Hay River and Yellowknife and all other communities are low growth communities?

A Yes, so for our calculations they were all done at low growth, as low growth communities.

Q Yes. Did you give any consideration to whether there was any long-term reality to placing Inuvik, based on the 1971 census into the high growth community bracket?

THE COMMISSIONER: Low growth.

MR. SCOTT: No, high growth.

A Inuvik's in the high growth.

Q Inuvik is the only community in the high growth tersile and that is based on what was revealed by the 1971 census.

A It was also --

Q Now, in 1961, I may have the figures wrong, but in 1961 Inuvik didn't even exist. Is there any criticism that can be made in view of its recent foundation therefore, in putting Inuvik into the high growth category?

A There could be some. Yes. More recently, we understand that there are in fact housing units vacant in Inuvik. However, 1974, we looked at what our survey had indicated and it was still a reasonably high growth rate community. Since that time, it seems to have declined. So that I really made this note when we got to our table -- we think that we have over-estimated the total housing need in Inuvik. However, we do not believe that we have over-estimated the need for social housing in Inuvik. But I think maybe when we get to that, we could have a discussion on the social housing versus total housing need.

Q All right.

A Estimated need to 1981. To determine housing requirements to '81 on a community by community basis, the housing need resulting from the new family formations and the replacement of housing written off due to fire damage or uninhabitable condition is added to the housing need indicated in 1974 by the 1973/74 Housing Survey. The results are presented in table seven.

Q Table seven is on the next page and just as I understand it, it lists all the communities that you considered in the project area.

A That's correct.

Q Yes.

A It indicates the total need at the beginning of 1976 on the lefthand column and that includes the need for social housing -- excuse me -- as well as staff -- government staff housing, private

sector housing, owner occupied housing -- the total housing need.

Q Can it be put this way that the first column represents the total need for houses by whomsoever they are provided?

A That's correct.

Q All right. The second column, social housing construction program, I take it sets out the actual construction starts in 1976 on your Social Assistance Housing Program?

A That is correct.

Q So that for example, there was a total need of new houses in Aklavik according to your estimate of 12 at the beginning of '76. You are actually building five low income or socially assisted houses in 1976.

A That's correct.

Q Therefore you simply make a subtraction for the total need that remains at the end of the year.

A That's right.

Q Then do I understand that you break that total need at the end of the year out to get the social housing that remains of that total housing requirement at the end of the year?

A That's right.

Q For Aklavik, that was seven houses that you project need to be built, five of them are social houses.

A Right. Can we come back

to column three for just a moment?

Q Yes.

A It may well be that additional houses have been added in 1976. That column -- column three -- is perhaps not all that relevant. Houses may have been provided to the total housing stock -- probably were in some communities. We don't have a record of them for this year. So I have simply left them as what they would have been at the beginning of this year.

Our concern is for the social housing requirement, largely. So that column three would likely be an inaccurate reflection of what still left as the total need.

Q Well now just so this table will be understood, when you come down to Inuvik for example, your projection was that there was a need for 519 houses. I take it that means 519 without regard to who provided them?

A That's correct.

Q Houses for rich men and poor men?

A So to speak.

Q Yes. And that you break that out at the end of year to 509 are still needed but 104 of those are low income housing?

A That's right. Can I just explain at this point, the bracketed figures?

Q Yes.

A In order to establish the

1 social housing requirement, we looked at both the houses
2 that we already operated and the self-owned and occupied
3 houses which in the smaller communities tend to be homes
4 either build by the Department of Indian and Northern
5 Affairs and given to the occupants or homes built under
6 the Country Home Assistance Grants. That isn't totally
7 the case, but that tends to be the case.
8 We therefore considered
9 the growth in those two categories as being the require-
10 ment for social housing. However, when you look at
11 Inuvik or Hay River or Yellowknife, it would be very
12 inappropriate to project the self-owned and occupied
13 houses forward as creating a need for social housing.
14 So we did not. We simply projected the existing social
15 housing units forward at the projected growth rate and
16 assumed that was the need in those communities.
17 So that the figure in brackets
18 is simply there to indicate the comparable figure to the
19 other numbers within that fourth column. But the number
20 that appears outside the brackets is the number that we
21 would use. Is that clear? I am not sure it would be.
22 Q Well let me ask you this
23 question. If it should be demonstrated that at the end
24 of 1976 in Inuvik, there are some vacant houses -- and
25 I am not speaking of whether they are social assistance
26 houses or rich men's houses -- but if it should be
27 demonstrated that there are some vacant houses, what
28 does that do if anything to the projection that you've
29 made on this table?
30 A It really doesn't do

anything to the number of social housing units that are required. If we could obtain those vacant units from whomever the owners may be, and take them into our stock, then it would mean we would not have to build houses in Inuvik but we would have to provide the operating subsidies that we provide under normal public housing to those units. But that would mean that they would have to be either turned over to us or purchased.

Q Over the long haul, does the fact the -- is there any inconsistency or disclosed error in your prediction shown in this table by virtue of the fact that you say there is a total need in Inuvik of 509 of which 104 are social assistance if it were demonstrated that there's some vacant houses now in Inuvik?

A I am saying that I don't think it would affect 104. It would definitely affect the 519 and that's because we have done a simple projection you know, through the tersiles. I'm not -- you know these are as close a figures as we can come to.

The total housing need may well have adjusted. That's the area where I think there would be more -- would be most variable. But the social housing need is fairly constant -- growing fairly constantly. In fact, the work the Department of Indian and Northern Affairs did in projecting population -- the Eskimo, Indian population -- is pretty constant in terms of the numbers that were generated.

So it's the fluctuation immigration would affect more substantially the

total housing need and wouldn't as substantially or probably at all really affect the total housing for social housing purposes.

Q Well would you continue on then at the middle of page 24?

A Interpretation of the data provided on this table must be prefaced by two comments. First, the calculations of housing need for Hay River, Inuvik and Yellowknife are based upon the figures provided by Polar Gas Associates Limited, a consulting firm hired by the N.W.T. Housing Corporation to conduct the housing survey in these three communities. These reports do not indicate the percentage of houses included in the surveys. The figures presented in table seven represent the housing need for this surveyed populations only.

What we are saying is that they could have slightly under-estimated the number. In the rest of the communities in the Territories, we had, for instance there are 408 houses in such and such a community but only 402 were surveyed. So we would know what percentage we were dealing with and therefore could adjust our figures upward.

In the case of those three communities if they missed houses -- if people weren't home, they didn't get surveyed. So we don't really know the total stock at that time. So we're probably under-estimating

IN calculating the percentage of total housing need which represents the need for social housing, the percentage of government staff and

private company owned houses to the total number of houses indicated in the housing survey has been assumed to remain constant over time. That is, the distributio of new family formations among those who will live in government staff or company owned accommodation and those who will require social housing will remain the same.

Again, I should say that may well under-estimate. It may under-estimate the total ne because that young population is primarily as we noted before among the Eskimo, Indian population. So that if anything, what I am saying -- if anything -- the cal culations presented in this report I believe would unde estimate the actual requirement.

Q The higher social housing need in communities under 1,000 and the family formation rate in communities under 1,000 is higher, you may have underestimated the need.

A We may very well have, yes.

Q Fine.

A I've read Polar Gas and Associates, they did not do the study. It's Polar Associates.

Q You must have had something on your mind.

A Yes. I think we are inundated with -- the social housing need is determined by subtracting this proportion of the new family formations to the total housing need.

It will be noticed that in most communities the social housing need is approximately 80% of the total need. The two exceptions are Inuvik and Yellowknife where the proportions are approximately 34% and 67% respectively. However, in calculating the number of new family formations in need of social housing, the ratio was determined from the inclusion of self-owned and occupied houses and houses rented from a private owner with houses provided by the N.W.T. H.C. In the smaller communities where the N.W.T. Housing Corporation does supply the majority of the housing stock, this should present a true indication of the actual need. However, in those communities such as Hay River, Inuvik and

Yellowknife, the private market may well satisfy a larger proportion of the need generated by this group. In these three communities then, two figures for social housing need have been provided, one is calculated in the same method as in other communities to provide consistency (these figures are higher and appear in brackets) while the second figure excludes that need which is satisfied by the private sector. It is this second figure which is included in the calculation of total need by region.

Did you want me to deal with Section 5, "Housing Progress"? Perhaps that short history might be relevant.

Q Perhaps you better.

THE COMMISSIONER: Well, maybe, would this be an appropriate time to adjourn, Mr. Scott, and we can tackle this material with - how are we doing? Well, I'll leave it up to you.

MR. SCOTT: I don't know how much cross-examination there will be.

MR. HOLLINGWORTH: There's been quite a bit already.

MR. SCOTT: That may shorten the matter.

MR. STEEVES: Well, I would respectfully join with you, I think we should adjourn now.

MR. SCOTT: Well --

THE COMMISSIONER: That makes two of us.

MR. SCOTT: Well then that disposes of the matter.

THE COMMISSIONER: O.K., well I was just wondering if we might start at 10:30 in the morning instead of 10? I think that it will take you till the coffee break to complete the discussion of the material in chief, and I shouldn't imagine that, if we were prepared to sit until one, that we'd have to sit in the afternoon.

Mr. Scott, as you say, is really doing most of the spadework here.

MR. SCOTT: Well, I would hope that we'd sit in the afternoon, if necessary, to finish this panel.

THE COMMISSIONER: Oh, yes. Oh, of course. I just -- we're going to go to Detah tonight and if we don't get back till one in the morning I wouldn't mind leaving it until 10:30 to begin in the morning. That's all.

O.K., 10:30 A.M.

(PROCEEDINGS ADJOURNED TO AUGUST 27, 1976)

Mackenzie Valley pipeline inquiry:

August 26, 1976 Yellowknife, NWT

1952